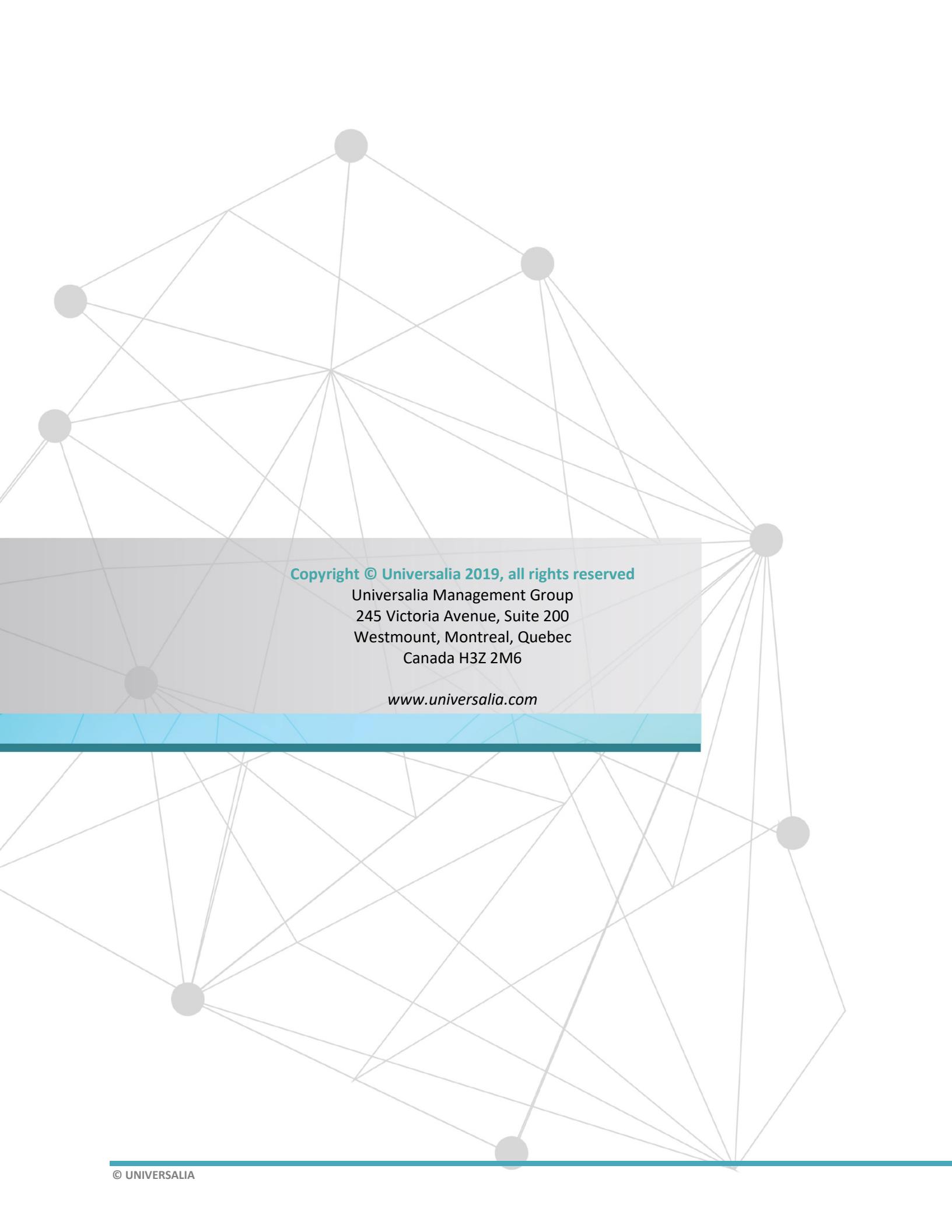


Summative GPE country program evaluation

Batch 4, Country 10: Rwanda

FINAL EVALUATION REPORT | APRIL 2019





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The final version of the report was completed in April of 2019. As per the agreed process for these Country Level Evaluations, feedback on draft versions of the reports was solicited from the Secretariat; from members of the GPE Independent Technical Review Panel (ITRP); and from members of the Education Sector Working Group in Rwanda, including MINEDUC, UNICEF as the GPE Coordinating Agency (CA), and DfID as the GPE Grant Agent (GA). All feedback received was considered by the evaluation team and, as appropriate, incorporated into this final version. Any remaining mistakes and inaccuracies are ours.

Executive Summary

Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This study was conducted between November 2018 and February 2019 and covered GPE support from 2013 to 2018. It draws on document, database and literature review, as well as on consultations with a total of 58 governmental, multilateral, bilateral, and non-governmental stakeholders in Rwanda.

Education in Rwanda

The Republic of Rwanda is a small, landlocked country in East Africa, which gained its independence from Belgium in 1962. As of 2017, it had an estimated population of 12.2 million inhabitants, and an annual estimated population growth rate of 2.4 percent. Rwanda is classified as a fragile, low-income country, with 60 percent of its population living under US\$1.90 (2011 PPP US\$) a day in 2016. Rwanda has experienced strong, sustained economic growth since the Genocide against the Tutsi in 1994. In just over two decades, its Gross Domestic Product (GDP) has increased by almost 500 percent, from US\$4.0 billion in 1995 to US\$22.6 billion in 2017 (2011 PPP US\$).

The Rwanda's Ministry of Education (MINEDUC) plans, regulates, and oversees the education sector at the national level. The *delivery* of education services is the responsibility of District Administrations under the authority of the Ministry of Local Government.

The education system is organized into four main levels: pre-primary, primary, secondary (lower and upper), and higher education, with TVET streams at both secondary and higher education levels. In 2016/17, there were a total of 4.4 million school-aged children from pre-primary through to upper secondary school age, and close to 3.4 million children were enrolled in schools from pre-primary to upper secondary levels (more than 50 percent girls).

Over the course of the past decade, Rwanda has developed four Education Sector Strategic Plans (ESSPs), covering the periods 2006-2010, 2010-2015, 2013/14-2017/18, and 2018/19-2023/24. Each plan was accompanied by an implementation plan. **This evaluation focuses on the ESSP 2013/14-2017/18 as the period covered by the most recent, completed GPE ESPIG (2015-2018).**

GPE in Rwanda

The Republic of Rwanda joined GPE in 2006. It is represented on the Board through the Africa 1 constituency.

Since joining GPE, Rwanda has received six grants from GPE: one Education Sector Plan Development Grant (ESPDG), four Education Sector Plan Implementation Grants (ESPIGs), and one Program Development Grant (PDG). This evaluation focuses on the period of the 2015-2018 ESPIG, which was provided as sector support funding of US\$ 25.2 million to the government.

GPE contributions to sector planning

State of sector planning in Rwanda, 2013-2018

The 2018-2023 and 2013-2018 ESSPs are of good quality as per the GPE quality standards for Education Sector Plans, with the more recent plan showing improvements in terms of: more systematic use of evidence deriving from sector analyses; presentation of a stronger monitoring and implementation framework, and better prioritization of objectives leading to more realistic targets and thus achievability.

Both ESSPs were developed through participatory processes involving consultations with all sector stakeholders. Interviewed stakeholders noted that the process for the 2018-2023 ESSP allowed for more and broader stakeholder consultations. As a result, agency officials report feeling a stronger ownership of this ESSP than for the previous one. There is limited evidence, however, that the 2018-2023 ESSP development process explicitly took into account lessons learned from previous processes.

The 2013-2018 ESSP puts forth 10 sector outcomes across the three strategic goals of (1) promoting **access** to education at all levels, (2) improving the **quality** of education and training, and (3) and strengthening the **relevance** of education and training to meet labor market demands. This corresponds to key challenges identified in a previously conducted education sector analysis. The 2018-2023 ESSP emphasizes the same priorities, albeit with a stronger focus on improving the quality of education, increasing the use of ICT in education, and strengthening STEM.

Despite its noted strengths, education sector planning in Rwanda has been hampered by inadequate planning capacities at the district

level and poor cohesion between central and district-level stakeholders. As a result, priorities set at central level may not translate into investments at the local level, which has consequences for implementation of the ESSP and may exacerbate inequalities between districts.

GPE contributions

During the 2013-2018 period, **ESPDG funding** allowed for a more consultative process during the 2018-2023 ESSP development than for the 2013-2018 ESSP. The grant also financed the **Education Sector Analysis**, which contributed to improving the evidence base, thus allowing for better targeting of the interventions and a stronger dialogue on sector priorities.

GPE's new Quality Assurance Review (QAR), in particular the independent appraisal, contributed to enhancing the quality of the 2018-2023 ESSP in line with GPE expectations.

GPE ESPIG funding requirements did not provide a major incentive for developing a sector plan per se, but likely influenced the use of quality assurance mechanisms including the external appraisal in order to meet GPE quality standards.

The UK Department for International Development (DfID) as the **ESPDG Grant Agent** contributed to sector planning through its stewardship of the ESPDG application and resources, and through its role as lead donor and co-chair of the Education Sector Working Group (ESWG).

Implications for GPE

While Rwanda already possessed strong national political will, resources and capabilities for sector planning, GPE support was still relevant in that it helped to further improve the quality of planning processes and products.

GPE contributions to sector dialogue and monitoring

State of sector dialogue and monitoring in Rwanda

Rwanda has a well-established tradition of sector dialogue centered around the Education Sector Working Group (ESWG), which meets on a quarterly basis and is co-chaired by the Permanent Secretary of MINEDUC, DfID and UNICEF.

Existing sector dialogue facilitates the exchange of information between development partners and alignment of their programming with the ESSP. Stakeholders noted shortcomings, however, in relation to the depth of existing donor coordination, the extent to which sector dialogue influenced actual decision making, and room for strengthening the participation of non-state actors, including teachers.

Rwanda has institutionalized mechanisms for sector monitoring, with Joint Reviews of the Education Sector (JRES) regularly reporting on overall ESSP progress. JRES are, overall, comprehensive, evidence-based and participatory and inclusive. However, during the 2013-2018 period, ESSP monitoring was limited by unclear institutional roles and a lack of output-level indicators. While JRES are anchored in the policy cycle, stakeholders noted that there is no mechanism for monitoring implementation of policy recommendations deriving from JRES.

Data collected through country-level systems is overall, of good quality. The existence of multiple EMIS leads to some issues of data inaccuracy and inefficiency, but steps have been taken during the 2013-2018 period to harmonize and upgrade these systems.

GPE contributions

During the 2013-2018 period, GPE has made limited visible contributions to further improving the existing strong traditions and mechanisms

for sector dialogue and monitoring in Rwanda, e.g. in relation to enhancing non-state actor participation.

However, the variable tranche of the 2015-2018 ESPIG likely provided a push for implementing and publishing learning assessments, which may improve data availability for sector monitoring once institutionalized.

Implications for GPE

Rwanda's institutionally embedded system for robust sector dialogue and monitoring as a whole ensures a considerable degree of accountability independently of GPE's support. However, the noted shortcomings in non-state actor (especially teacher) representation and sector monitoring highlight areas where GPE could provide a more tangible contribution.

GPE contributions to sector financing

State of sector financing in Rwanda, 2013-2018

Domestic public financing for education increased in nominal terms but declined in relative terms. Between 2011-2017, absolute sector expenditures grew by 26 percent from 191 billion RWF to 240 billion RWF. This growth has been largely driven by increased recurrent costs, while capital expenditures declined in nominal terms after 2014. Teachers' salaries represent 48 percent of recurrent costs.

Relative budget allocations to pre-primary and TVET increased overall in line with ESSP objectives to expand access in these sub-sectors. Allocations to secondary education declined from 31.3 percent to 29.1 percent between 2011-2017, while allocations to primary education fluctuated but overall increased from 37.4 percent to 40.1 percent.

Rwanda's domestic education financing is well managed with high disbursement rates for allocated funding. In 2017, education received 12.9 percent of total government expenditures, compared to 15.3 percent in 2011 and 17.8 percent in 2007. Despite this negative trend, budget figures and interview data indicate that education remains a key domestic priority.

The nominal annual amount of education ODA to Rwanda fluctuated. It declined from US\$99 million to US\$69 million from 2011-2016 before increasing to US\$112 million in 2017. The proportion of education support to overall ODA has fluctuated but overall declined from 2010-2016 before growing to 9.1 percent in 2017.

From 2008-2011, multilateral partners contributed 34.3 percent of all education ODA, decreasing to 9.1 percent from 2012-2016 before growing to 41.7 percent in 2017. The quality of international financing has changed as donors are less aligned with country budget and financial systems and have not moved towards any significant harmonization of education ODA.

GPE contributions

GPE financial support has significantly contributed to the amount of available education financing in Rwanda. ESPIG funding support financed 3.2 percent of total ESSP costs between 2015-2017, representing 10.5 percent of all education ODA and 16 percent of basic education ODA in this period. However, GPE support has declined substantially in nominal and relative terms over time: from 2012-2014, ESPIG financing represented 7.2 percent of all ESSP costs and 18.5 percent of all education ODA.

GPE's advocacy and funding requirements have had no observable influence on the volume of domestic resources dedicated to education. At the February 2018 Dakar Conference for GPE's 2018-2020 replenishment, Rwanda pledged to moderately increase its relative education financing to 14.7 percent of total public expenditures by 2020. However, there is no

evidence on whether and how this pledge has influenced actual allocations.

GPE had moderate influence on the quality of international financing. All four ESPIGs to date were given as non-earmarked direct budget support, fully aligned with national systems. However, there is no indication that this modelling function or related GPE advocacy for stronger harmonization influenced the modalities chosen by other development partners active in Rwanda.

Implications for GPE

In Rwanda, GPE's advocacy model for increased domestic financing (which is focused on the benchmark of governments allocating 20 percent of their total public expenditure to education) does not take other factors into consideration, such as past progress made in the education sector or the country's track record in terms of its efficiency in utilizing existing domestic or international sector financing.

GPE contributions to sector plan implementation

State of sector plan implementation in Rwanda, 2013-2018

The monitoring arrangements of the 2013-2018 ESSP did not systematically track the achievement of activity- or output-level targets, and no End-of-cycle review was conducted, which limits the evaluation's ability to comprehensively assess which areas of the sector plan were more/less successfully achieved. However, available data suggest that, overall, the 2013-2018 ESSP was implemented as intended with most interventions achieved. Some planned interventions were delayed or only partially achieved due to the domestic financing gap, poor alignment between central and district-level priorities, and insufficient capabilities.

Available data on 34 outcome-level indicators (out of a total of 81) in the ESSP results framework show mixed progress. However, this is partially due to overly ambitious targets.

Examples of planned ESSP activities that were largely achieved between 2013-2017 include expansion of the school-based mentoring (to one mentor per school), provision of more than 30,000 laptops to schools, teacher training in special needs education and the development of the new competency-based curriculum and the Rwanda National Qualifications Framework (RNQF).

GPE contributions

During the period under review, the funds provided by GPE via the 2015-2018 US\$25.2 million ESPIG supported ESSP implementation.

The ESPIG financed 3.2 percent of total ESSP costs between 2015-2017, representing 10.5 percent of all education ODA and 16 percent of basic education ODA in this period.

As direct budget support, the 2015-2018 ESPIG was blended with government budget and thus, specific results cannot be traced back to GPE. However, given that other development partners tended to earmark their funds for specific issues, the government reports that it was able to use ESPIG resources to fill remaining gaps, especially in relation to **school construction, teacher recruitment and textbook procurement**.

The ESPIG also (indirectly) contributed to sector data collection through one of the variable tranche indicators that incentivized the GoR to conduct learning assessments for 2017. There is little evidence, however, on how such assessments will be institutionalized in the long-term.

Implications for GPE

The financing modality of GPE's ESPIG in Rwanda highlights the issue of balancing the trade-off between accounting for results and

ensuring high degree of aid efficiency and country ownership.

- The 2015-2018 ESPIG, unlike other education ODA, was given as direct budget support for overall ESSP implementation. This helped Rwanda accomplish a more integrated policy approach and facilitated the transition from one policy cycle to another.
- For the 2019-2022 ESPIG, the funding modality has shifted to earmarked sector support, tied to specific ESSP interventions. While this makes it easier for GPE to account for direct results, it decreases aid efficiency (i.e. alignment with country systems) and to some extent also country ownership of implemented activities, which are important elements of the GPE Theory of Change.

Factors other than GPE contributions affecting change

Factors that positively influenced change in the above described areas included (i) established planning practices for all sectors, Rwanda's strong institutional framework and sound financial management practices; (iii) technical and financial assistance provided by development partners; (iv) strong economic growth.

Factors that negatively influenced change included (i) a somewhat restricted space for civil society organization in Rwanda, which limits CSO independence vis-à-vis government actors; (ii) donors increasingly using project modalities for their financial contributions; (iii) overly ambitious ESSP targets in view of available funding, poor alignment between central and district-level priorities, and insufficient implementation and management capacity in MINEDUC.

Unintended results of GPE support

The evaluation did not find evidence of any unintended, positive or negative, effects of GPE support to sector planning, sector dialogue and monitoring, and sector plan implementation.

System level change

System level change

During the 2013-2018 period, Rwanda removed, or in some cases laid the foundation for removing, barriers to equitable education access and quality. Changes include:

Equitable access

- **Increase in the number of classrooms** (public, government-aided and private) by 10.4 percent at primary and 33.3 percent at secondary level
- **Introduction of a national community-driven school feeding program** reaching 66 percent of all secondary, 7.7 percent of primary and 15.4 percent of all pre-primary school by 2017. The program is supported by a National School Feeding Policy (2016).
- **Increased access to latrines:** From 2016-2017, the share of primary/secondary schools with access to toilets increased from 81/84 percent to 97/98 percent, and from 50 to 72 percent in pre-primary schools.
- **Approval of a Special Needs and Inclusive Education Policy** and a strategic plan in 2017. From 2016-2017, 3,398 teachers in basic education (3.81 percent of total teacher population) had received in-service training in special needs education.
- **National Girls' Education Policy was drafted** in 2017 but has yet to be validated and made public.

Quality

- **New competency-based curriculum for basic education** (2015) represents a shift away from the traditional knowledge-based approach in order to better adapt Rwandan students to the national vision of a knowledge economy.
- **Strengthened teacher recruitment and qualifications.** Implementation of a program to allow unqualified teachers to obtain formal qualifications through in-service training. Between 2012-2017, the pupil-qualified teacher ratio improved both for secondary schools (from 34/1 to 26/1) and primary schools (from 62/1 to 59/1).
- **Several efforts to improve teacher motivation,** including by continuing the existing program of providing cash- and non-cash (i.e. laptops, cows) to high-performing teachers, and by making it easier to access housing loans.

Sector Management

- Ongoing efforts to **upgrade and harmonize existing EMIS'** in Rwanda
- Ongoing efforts to sustain a **learning assessment system** that conducts and publishes annual assessments.
- **Trainings** for school officials, members of Parent-Teacher Associations and members of School General Assemblies to improve school-level management.

Likely links between sector plan implementation and system level change

Sector plan implementation likely contributed to most of the noted system-level improvements in Rwanda. Available evidence indicates that most system-level improvements were implemented under the leadership of the GOR, although government officials frequently noted - and appreciated – support from donors in key areas.

Implications for GPE

The strong linkages between ESSP implementation and observed system-level changes in Rwanda support a key element of the GPE country-level Theory of Change.

Learning outcomes and equity

Changes in learning outcomes, equity and gender equality

From 2013-2018, Rwanda continued to improve access to basic education with some improvements in further narrowing the (small) gender gap in primary enrollment.

- **Rwanda is close to achieving its goal of universal primary education.** The primary Net Enrollment Rate improved from 96.5 to 98% between 2012 and 2017, indicating that nearly all students of primary school age are enrolled in formal schooling.
- **Enrollment in pre-primary improved** significantly in both Gross (from 12.9 to 24.1 percent) and Net Enrollment Rates (from 12.7 to 20.6 percent).
- **More students complete primary education** (the nationwide PCR decreased between 2012-2016 from 72.7 to 65.2 percent before improving in 2017 to 79.3 percent), but data is inconclusive on whether transition rates to lower secondary have improved.
- **Declining drop-out rates:** from 2012-2016, the proportion of children dropping out of school declined at the primary (from 11.6% to 5.6%), lower secondary (from 11.7% to 6.3%) and upper secondary level (from 6.2% to 2.5%). There is near gender equity for dropout rates: girls slightly less likely to

drop out at primary level, while boys slightly less likely for secondary

- **Gender equality has almost been achieved** (and remains stable) in pre-primary and primary enrollment.

Despite progress for primary drop-out and completion rates, overall system-level efficiency remains poor and deteriorated in secondary education.

- From 2012-2016, the share of children repeating a school level increased at the primary level (from 12.5% to 16.4%) and grew marginally at lower secondary (from 6.2% to 7.3%) and upper secondary levels (from 1.3% to 3%).
- **The primary Gross Enrollment Rate (GER) increased** substantially from 2012-2017 (from 123.5 percent to 139.1 percent), **highlighting the poor system efficiency** at this level likely affected by deteriorating primary repetition rates.
- The proportion of children transitioning from lower to upper secondary declined from 95.3% to 85.1% between 2012-2016. Boys are more likely to transition (in 2016, the rate was 87.2% for boys and 83.4% of girls).

There is insufficient data to compare changes in learning outcomes across time. Available data indicate significant disparities in learning outcomes between boys and girls and between urban and rural children.

- The 2017 LARS III assessments show that, while girls slightly outperformed boys at the P3 level, boys significantly outperformed girls at both the P6 and the S3 level.
- All sources show a consistent disparity in learning outcomes between regions (with lowest scores in the Southern Province and highest score in the

Northern Province) and between rural/urban children. LARS III also showed a strong correlation between household wealth and learning outcomes at the P6 and S6 level.

Likely links to observed system level changes

Progress in basic education access and (to some extent) drop-out and completion are likely linked to school infrastructure, teachers, and national school feeding put in place or expanded during the review period.

There is **less evidence** that identified system-level changes contributed to the noted improvements in drop-out rates and primary completion rates, and there is **no evidence** that system-level changes can likely explain the modest improvements in gender equality indices for primary education.

Implications for GPE

It is difficult to follow the ToC all the way through from GPE support to impact level change given the time lag between system level improvements and measurable change, and the influence of external factors.

Conclusions/ Overall observations

GPE contributions

During the 2013-2018 period, GPE contributed to progress in Rwandan education sector reform by enhancing the quality of the ESSP, providing financial support for its implementation, and incentivizing the GoR to prioritize certain planned interventions.

The US\$25.2 million ESPIG (2018-2018) financed 3.2 percent of total ESSP costs between 2015-2017. Government officials highlighted the value of this contribution in

filling financing gaps related to classroom construction and purchasing textbooks. Furthermore, the **modality** of ESPIG support (as direct budget support) made an important contribution to plan implementation.

The **variable tranche** of the 2015-2018 ESPIG was found to have contributed to plan implementation by (a) having provided a clear incentive for the GoR to conduct learning assessments, as planned in the ESSP; and (b) having led to a more focused sector dialogue on learning assessments.

GPE contributions to mutual accountability were less tangible due to robust national traditions and mechanisms for monitoring and dialogue. GPE advocacy efforts did **not manage** to leverage additional domestic education financing or improve the quality of international education financing.

Emerging good practice

Rwanda's culture of accountability in the public service, which draws and retains development partners, because it provides them with confidence in how their resources will be used to achieve results. GPE built on this accountability culture by using a budget support modality during the last ESPIG.

Strong government-led and institutionalized coordination structures and joint sector review processes that are used for all sectors across government, led by the Ministry of Finance, and linked to the annual budget cycle. These processes provide sector-wide fora to discuss policy and implementation.

Attention given to special needs education. Efforts to establish a comprehensive framework (curriculum, teaching modules, teacher capacities and equipment) for special needs students was a notable feature of the Rwandan education system in the review period. A key factor behind these developments appear to be the political will (by MINEDUC) to plan, fund and implement related strategies.

Strategic Questions for GPE

- 1) How useful is the ESPIG decision as a mechanism for GPE to negotiate with its partner countries? Does an intermediate step before formal Board approval/rejection help give GPE requirements ‘teeth’? How can possible negative consequences for the GPE Board-DCP relationship be mitigated?
- 2) Is measuring the overall quantity of domestic education financing (rather than its quality or efficiency) appropriate to all countries? Is holding some countries strictly to account realistic when other countries are given more leeway?
- 3) In the case of a potential rejection of Rwanda’s most recent ESPIG application by the GPE Board, might the absence of an ESPIG endanger sources of bilateral sector support? Bilateral donors pointed out that GPE’s support for a country helps them justify their own financial support to education.
- 4) What is the appropriate balance between accounting for results and supporting aid effectiveness principles using modalities such as budget support that by nature may make it more difficult to demonstrate results?
- 5) When the CA and GA both contribute substantially to sector coordination and dialogue, would it be sensible to better delineate their respective roles, and to consider compensating the CA for their work, or to have a rotating CA mechanism to alleviate the (pro bono) burden?
- 6) Would it make sense for CLs’ countries to be grouped regionally, and for CLs to be based in regional, not global DC, offices? This would enable more regular contact with country-level stakeholders and facilitate an exchange of lessons that are anchored in the region.
- 7) Can we observe a similar pattern of GPE contributions in other countries that have strong government leadership/ownership and existing in-country capacity? Our hypothesis is that in such contexts GPE support adds value not by shaping/initiating processes and mechanisms, but by enhancing their quality and helping the respective Ministry of Education position itself better.

1 Introduction

1.1 Background and purpose of this summative country level evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All/Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries, in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.¹ GPE is a partnership that brings together developing countries, donor countries, international organizations, civil society, teacher organizations, the private sector and foundations.

2. This country level evaluation (CLE), of GPE's support to the national education system of the Republic of Rwanda, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact at the country level.² Rwanda was selected as one of 20 summative CLE countries based on sampling criteria described in the study's inception report.³ As per the inception report and the study's Terms of Reference (TOR), the objective of summative CLEs is:

- to assess GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence;
- To assess the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.⁴

3. The primary intended users of CLEs are members of the Global Partnership for Education, including Developing Country Partners (DCPs) and members of local education groups (LEGs) in the sampled countries, and the Board of Directors. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

¹ Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems. <https://www.globalpartnership.org/content/gpe-2020-strategic-plan>.

² In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in sectoral learning, equity, gender equality and inclusion outcomes (reflected in Strategic Goals 1 and 2 of the GPE 2016-2020 Strategic Plan). While the CLEs examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

³ See final Inception Report, 2018, <https://www.globalpartnership.org/content/country-level-evaluations-final-inception-report>, and subsequent update, the Modified Approach to CLEs, 2018. www.globalpartnership.org/content/modified-approach-country-level-evaluations-fy-ii-2019-and-fy-iii-2020

⁴ For details on the model, see Global Partnership for Education (2017): How GPE works in partner countries. <https://www.globalpartnership.org/content/how-gpe-works-partner-countries>

Box 1.1. Scope of this summative country level evaluation

This summative CLE is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting partner developing countries. It does *not* set out to evaluate the performance of the Government of Rwanda (GoR), of other in-country partners and stakeholders, or of specific GPE grants.

The core review period for this CLE runs from the start of the 2013-2018 Education Sector Strategic Plan (ESSP), which was developed in 2012, through to implementation of the 2015-2018 Education Sector Plan Implementation Grant (ESPIG) and the development of the 2018-2023 ESSP, therefore including two ESSPs and one ESPIG.

1.2 Methodology overview

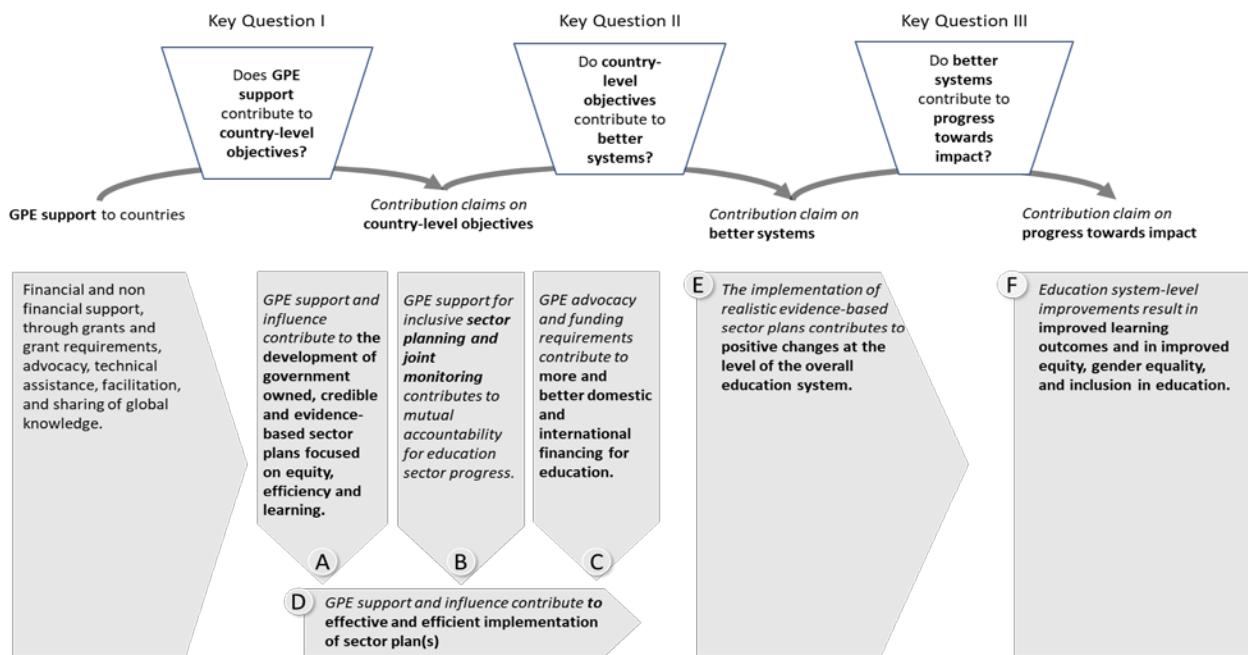
4. The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for the Republic of Rwanda (Appendix II).⁵ A brief summary of the CLE methodology is provided in Appendix III of this report. For further details, please refer to the final Inception Report for the overall assignment (January 2018).

5. For the Rwanda CLE, the evaluation team consulted a total of 58 stakeholders from the Ministry of Education (MINEDUC and its agencies, other ministries, district-level officials, and institutions of the Republic of Rwanda, bilateral and multilateral donor agencies, civil society coalitions, teachers' unions, non-governmental organizations, the GPE Secretariat and other backgrounds (see Appendix V for a list of consulted stakeholders). Most of these stakeholders were consulted in Kigali, Rwanda, between December 3rd and 14th, 2018, whilst the remainder were consulted by phone/Skype shortly before or after the mission. The evaluation team also reviewed a wide range of relevant documents, databases and websites, as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to GPE country-level objectives (KQ I); of these country-level objectives to better education systems (KQ II); and of better education systems to progress towards impact-level objectives in terms of learning, equity, gender equality and inclusion (KQ III). The findings of this report are accordingly presented under three sections that each corresponds to one of the KQs. In turn, each section is divided into sub-sections that address key GPE contribution claims as per GPE's ToC. The three KQs and the six contribution claims (A, B, C, D, E, F) are shown in Figure 1.1.

⁵ This country-specific ToC was adapted from the generic country-level ToC that was developed in the assignment Inception Report.

Figure 1.1 The evaluation presents findings on key evaluation questions and contribution claims



7. Throughout the report, we use tables to provide readers with broad overviews of key CLE findings on the respective issue. To facilitate quick orientation, we use a simple color-coding scheme that is based on a three-category scale in which **green** equals ‘strong/high/achieved’, **amber** equals ‘moderate/medium/partly achieved’, **red** signifies ‘low/weak/not achieved’, and **gray** indicates a lack of sufficient data to rate the issue. In each table, the respective meaning of the chosen color coding is clarified. The color coding is intended as a qualitative orientation tool to readers, rather than as a quantifiable measure.

1.3 Structure of the report

8. Following this introduction, **Section 2** gives an overview of the national context of Rwanda, with a focus on the education sector (section 2.1), and on the history of the country’s involvement with GPE (section 2.2).

9. **Section 3** presents evaluation findings related to GPE’s contributions to education sector planning; to mutual accountability in the education sector through inclusive policy dialogue and sector monitoring; to domestic and international education sector financing; and to education sector plan implementation.

10. **Section 4** discusses education system-level changes in Rwanda during the period under review (2012-2018), as well as any likely links between these changes and the four areas of changes discussed in section 3 (sectoral planning, mutual accountability, plan implementation and financing).

11. **Section 5** presents an overview of the impact-level changes in terms of equity, gender equality, inclusion and learning outcomes observable in South Sudan over the course of the 2012-2018 review period, as well as any likely links between these changes and system-level changes noted in section 4.

12. **Section 6**, finally, presents overall conclusions of the evaluation and outlines several strategic questions to GPE, with regards to the relevance, efficiency and effectiveness of GPE's country level theory of change (ToC) and of its country-level operational model.

2 Context

2.1 Overview of Rwanda

13. Rwanda, officially the Republic of Rwanda, is a geographically small, landlocked country in East Africa, which gained its independence from Belgium in 1962. As of 2017, it had an estimated population of 12.2 million inhabitants, and an annual estimated population growth rate of 2.4 percent. Rwanda is a low-income country, with 60 percent of its population living under US\$1.90 (2011 PPP US\$) a day in 2016, and a Gross National Income (GNI) per capita of US\$1811 in 2017 (2011 PPP US\$).⁶

14. Rwanda has experienced strong, sustained economic growth since the Genocide against the Tutsi in 1994. In just over two decades, its Gross Domestic Product (GDP) has increased by almost 500 percent, from US\$4.0 billion in 1995 to US\$22.6 billion in 2017 (2011 PPP US\$). In parallel, Rwanda witnessed improvements in life expectancy, health and education, and its Human Development Index (HDI) has more than doubled over this period, from under 0.2/1 in 1994 to over 0.5/1 in 2017. Rwanda's HDI is now ranked 158th in the world and has reached the upper end of the 'low human development' category.⁷ Rwanda ranked 145th (out of 157 measured countries) on the World Bank's 2018 Human Capital Index (HCI).⁸

15. Since 2000, Rwanda's long-term development vision has been outlined in its "Vision 2020," soon to be updated to a "Vision 2050." In the medium-term, the current government's plans are outlined in the *National Strategy for Transformation and Prosperity 2017-2024* (NSTP 1), which sets out an ambitious growth path for the country and ambitions to transform it from a low-income, agriculture-based economy into a middle-income, knowledge- and service-based economy.⁹ The NSTP 1 is also aligned with the global Sustainable Development Goals (SDGs), the Africa Union Agenda 2063 and the East African Community (EAC) Vision 2050. The NSTP 1 builds on the government's previous *Seven-Year Government Programme 2010-2017* (7YGP), which rested on four pillars: good governance, justice, economic development and social well-being.

⁶ Sources: For total population, see World Bank Rwanda country overview. Available at: <http://www.worldbank.org/en/country/rwanda/overview>. For population growth rate and poverty headcount, see Republic of Rwanda Ministry of Education. *Education Sector Analysis (ESA)*. Final Draft. November 20th, 2017, p.11. For GNI per capita, see Rwanda Human Development Profile, available at: <http://hdr.undp.org/en/countries/profiles/RWA>. For classification as a low-income country, see World Bank classification at <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519>. For classification as a Fragile and Conflict Affected (FCAC) country, GPE. *Lists of Countries and Classification for the purpose of the results framework*. 2017. All figures in constant 2011 international US\$, at purchasing power parity (PPP).

⁷ Source for data in this paragraph: Rwanda Human Development Profile, available at: <http://hdr.undp.org/en/countries/profiles/RWA>.

⁸ The HCI examines workforce productivity along five indicators. Source: Human Capital Index, available at <http://www.worldbank.org/en/publication/human-capital>

⁹ Sources: ESA 2017, and Ministry of Finance and Economic Planning (MINECOFIN), *7 Years Government Program: National Strategy for Transformation (NST1) 2017–2024*, Final version, 2017. Available at http://www.minecofin.gov.rw/fileadmin/user_upload/NST1_7YGP_Final.pdf.

2.2 Education sector in Rwanda

16. The overall objectives of the national education system in Rwanda are stated in the 2003 *Education Sector Policy* and include the following: to provide free quality education to the Rwandese people; to contribute to national development; to eliminate disparities; to promote science and technology; and “to contribute to the promotion of a culture of peace and to emphasize 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.”¹⁰

17. Under the most recently completed Seven-Year Government Programme 2010-2017¹¹, education supported the ‘social well-being’ pillar. The education objectives within the 7YGP were 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.

18. Overall management of the education sector falls principally under the purview of Rwanda’s Ministry of Education (MINEDUC). The ministry plans, regulates and oversees work at the national level, and works closely with several semi-autonomous government agencies that focus on specific aspects of the sector. These include the Rwanda Education Board (REB) which implements pre-primary, primary and secondary education activities; the Workforce Development Authority (WDA) and Rwanda Polytechnic (RP) that focus on TVET; and the Higher Education Council (HEC) and University of Rwanda (UR) that focus on higher education.¹² MINEDUC also collaborates with other government ministries and agencies with responsibilities for education, such as the Ministry of Finance and Economic Planning (MINECOFIN), the Ministry of Public Service and Labor (MIFOTRA), the Ministry of Local Government (MINALOC), the Ministry of Gender and Family Promotion (MIGEPROF), the Rwanda Development Board (RDB), and others.¹³

19. Under the Local Government Act (2013), the *delivery* of education services is the responsibility of District Administrations (DA), which are under the authority of MINALOC. DA’s priorities and resource allocations are guided by District Development Plans and are not directly under the authority of MINEDUC. Each DA employs three District Education Officers (DEOs) in charge of different levels of education. Moreover, DAs recruit, hire, deploy, and manage teachers/trainers and head teachers/school managers. School construction and maintenance is also the responsibility of the District. Lower levels of administration, the administrative cell or village, have a role in mobilizing citizen contributions to school maintenance.

20. Rwanda’s formal education system is organized into four main levels: pre-primary, primary, secondary (lower and upper) and higher education, with TVET streams at both secondary and higher education levels. There is also a non-formal education component, focused principally on illiterate adults. The age range for non-adult education levels is shown in Table 2.1. In 2007, a commitment to a free and compulsory nine-year cycle of basic education (9YBE), including primary and lower secondary levels, was

¹⁰ Ministry of Education. *Education Sector Analysis (ESA)*. Final Draft. November 20th, 2017, p.17.

¹¹ The quality of education is also a priority in the new seven-year program approved in 2017 for the period 2017-2024.

¹² The HEC is responsible for regulating higher education.

¹³ Ibid., p. 24.

introduced. In 2012, a commitment was made to expand this to include upper secondary for a full twelve-year cycle of basic education (12YBE).¹⁴ Pre-primary education remains neither free, nor compulsory.

Table 2.1 *Official school age, by level¹⁵*

LEVEL AND GRADE	AGE GROUP (IN YEARS)	CHILDREN OF SCHOOL AGE	STUDENTS IN SCHOOL
Pre-primary	4-6	1 million	0.22 million
Primary (P1-P6)	7-12	1.9 million	2.5 million
Lower Secondary (S1-S3)	13-15	0.8 million	0.4 million
Upper Secondary (S4-S6)	16-18	0.7 million	0.2 million

21. Based on data from the UNESCO Institute of Statistics (UIS) and the Annual Statistics Yearbook, it can be estimated that as of 2016/17 there were, in Rwanda:¹⁶

- **Children of school age:** A total of 4.4 million children and adolescents from pre-primary through to upper secondary school age. The estimated growth rate of the population of primary school age is around 2.7 percent per year.
- **Students in school:** Close to 3.4 million children enrolled from pre-primary to upper secondary levels (more than 50 percent girls). Roughly 0.1 million students were enrolled in Technical and Vocational Education and Training (TVET), and a similar number in higher education.
- **Schools:** 3186 pre-primary schools, 2877 primary schools, 1567 secondary schools (lower and/or upper), 193 vocational training centers, 192 technical secondary schools, and 17 polytechnics. In total, of 7629 pre-primary, primary and secondary schools, 22 percent are public, 54 percent are government-aided, and 24 percent are private. Private schools are most common at the pre-primary level.¹⁷ Unless otherwise specified, the data in this report includes public, government-aided and private institutions.
- **Teachers:** 6812 pre-primary staff, 43,906 primary teachers (of which 98 percent are qualified), 38,389 secondary teachers (of which 59 percent are qualified), and 6,929 TVET trainers.

22. The current language of instruction in Rwanda is Kinyarwanda in pre-primary and early primary (P1–P3) and is English from P4 onwards. This constitutes an intentional policy shift away from French, which was the pre-eminent language of upper primary and secondary instruction in Rwanda until 2008. The consequence of this rapid transition from French to English for teachers and learners have been studied extensively,¹⁸ and are further discussed in relevant sections of the report.

¹⁴ However, 12YBE has not been fully implemented yet. Moreover, the UIS database notes that the total number of years of compulsory education, as per legal frameworks, was still only six years in 2017, and that the total number of years of free education, as per legal frameworks, was six until 2016, and only became nine in 2017.

¹⁵ Source: ESA 2017; UNESCO Institute of Statistics (UIS) database, data UIS.unesco.org.

¹⁶ Unless otherwise specified, country-level data presented includes all institutions (public and private).

¹⁷ Rwanda differentiates between three categories of educational institutions based on school ownership: (i) public, government-run schools (ii) government-aided schools, which are financed by the government but (nominally) managed by a non-government body (for instance religious institutions), and (iii) private schools.

¹⁸ See, for instance, UNICEF, *The impact of language policy and practice on children's learning: Evidence from Eastern and Southern Africa*, 2016.

23. Rwanda has a Local Education Group (LEG), known locally as the Education Sector Working Group (ESWG). The group is co-chaired by the Permanent Secretary of MINEDUC, the United Kingdom (UK) Department for International Development (DFID) and the United Nations Children's Fund (UNICEF). It further includes key development partners, international non-governmental organizations and national civil society organizations. Sectoral coordination mechanisms are further discussed in section 3.3 of this report.

24. Over the course of the past decade, Rwanda has developed four Education Sector Strategic Plans (ESSPs), covering the periods 2006-2010, 2010-2015, 2013/14-2017/18 and 2018/19-2023/24. Each plan was accompanied by an implementation plan. This evaluation focuses on the ESSP 2013/14-2017/18 as the period covered by the most recent, completed GPE ESPIG (2015-2018). However, the evaluation also refers to previous and subsequent plans/grants, where relevant. Table 2.2 provides an overview of the review period and the main policies, plans, and GPE grants, in Rwanda between 2010 and 2020.

Table 2.2 Timeline of key policy documents in the Rwandan education sector, 2012-2018

CATEGORY	PRE 2010	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	POST 2020
Review Period							Review period for this CLE: 2015-2018						
National and Sector Policies		Seven-Year Government Programme 2010-2017 (7YGP)											
		Economic Development and Poverty Reduction Strategy (EDPRS) 2013-2018											
		National Strategy for Transformation and Prosperity (NSTP-1) 2017-2024											
	Education Sector Policy (2003-now)												
Sector Plans	Long-term education strategy framework 2006-2015												
	ESSP 2006-2010												
		ESSP 2010-2015											
			ESSP 2013/14-2017/18										ESSP 2018/19-2023/24
Joint Sector Reviews		•		•	•	•	•	•	•	•			
GPE grants	ESPIG 2007-2010												
	ESPIG 2009-2010												
		ESPIG 2011-2014											
			ESPIG 2015-2018										
											ESPDG 2017	PDG 2018	

2.3 GPE in Rwanda

25. The Republic of Rwanda joined GPE in 2006. It is represented on the Board through the Africa 1 constituency.

26.

Since joining GPE, Rwanda has received six grants from GPE: one Education Sector Plan Development Grant (ESPDG), four Education Sector Plan Implementation Grants (ESPIGs), and one Program Development Grant (PDG). This evaluation focuses on the period of the 2015-2018 ESPIG, which was provided as sector support funding to the government. DFID, as the designated grant agent (GA) for Rwanda's most recent ESPIG application, also received a Program Development Grant (PDG) in 2018 for the preparation of the next ESPIG, which has not yet been approved. Dates and values for all grants are shown in Table 2.3.

Table 2.3 GPE grants to Rwanda¹⁹

GRANT TYPE	YEARS	ALLOCATIONS (US\$)	DISBURSEMENTS (US\$)	GRANT AGENT
Program implementation (ESPIG)	2015-2018	25,200,000, of which 7,560,000 variable tranche	25,200,000	DFID
	2011-2014	70,000,000	70,000,000	DFID
	2009-2010	35,000,000	35,000,000	IBRD
	2007-2010	70,000,000	70,000,000	IBRD
Sector plan development (ESPDG)	2017	323,750		DFID
Program development (PDG)	2018	139,487		DFID

27. Rwanda is not eligible for the GPE multiplier.²⁰

28. The Rwanda Education for All Coalition (REFAC), an umbrella organization of civil society organizations (CSOs) engaged in education advocacy, has to date received grants from the Civil Society Education Fund (CSEF) under CSEF III (2016-2018) worth a total of US\$120,000.²¹ REFAC is currently a member of Rwanda Education NGO Coordination Platform (RENCP), the recognized NGO coalition that participates in the ESWG.

29. Finally, though GPE Global and Regional Activities (GRA) grants have financed world- or Africa-wide activities, no activity specific to Rwanda was identified.

¹⁹ Source: "Rwanda", GPE website, <https://www.globalpartnership.org/country/rwanda>. All links in this document are as of February 2019. All figures in the table are in current US\$ (as of year of grant approval).

²⁰ Source: "GPE Multiplier", GPE website, <https://www.globalpartnership.org/funding/gpe-multiplier>.

²¹ US\$70,000 in 2016, US\$50,000 in 2017, to be determined in 2018. Source: Rwanda CSEF Profile, One Pager, FINAL (no date, no author). Document provided by GPE to the evaluation team.

3 GPE contributions to sector planning, dialogue/monitoring, financing and implementation

3.1 Introduction

30. This section summarizes findings related to Key Question I of the evaluation matrix: "Has GPE-support to Rwanda contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?"²²

31. The GPE country-level theory of change, developed in the inception report and adapted to the Rwanda context (Appendix II), outlines four contribution claims related to GPE's influence on progress towards achieving country-level objectives (one claim per objective).

32. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, in Rwanda, what characterized sector planning, mutual accountability, sector financing or ESP implementation respectively during the period under review? And second, has GPE's support contributed to observed changes in (and across) these dimensions and, if so, how?

3.2 GPE contributions to education sector planning²³

Overview

33. This section addresses the following Country Evaluation Questions (CEQs):

- What characterized the education sector plan in place during the core 2012-2018 period under review? (CEQ 1.1.b)
- Has GPE support to sector planning contributed to better (more relevant, more realistic, government-owned) sector plans? (Key Question V)²⁴ During the 2012-2018 period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support? (CEQ 3.2)

²² Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE's 2016-2020 Strategic Plan.

²³ This section addresses evaluation questions CEQ 1.1 b and 1.2 b-d, as well as to (cross-cutting) CEQs 3.1 and 3.2.

²⁴ In particular: To what extent has the revised QAR process for education sector plans contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 9); To what extent have the revised ESPDG mechanism and/or ESPIG grant requirements (under the NFM) contributed to the development of better-quality education sector plans? Why? Why not? (CEQ 10); and To what extent has GPE support to inclusive sector dialogue influenced sector planning? (CEQ 11b).

- What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning? (CEQ 3.1)
- What are the implications of evaluation findings for GPE support to Rwanda? (Key Question IV)

34. A high-level overview of evaluation findings on sector planning is provided in Table 3.1. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.1 Overview – CLE findings on sector planning and related GPE contributions

PROGRESS TOWARDS A GOVERNMENT-OWNED, ROBUST ESP ²⁵	DEGREE OF GPE CONTRIBUTION ²⁶	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²⁷				
		1	2	3	4	5
Achieved: The GoR led a participatory process that resulted in an evidence-based sector plan (ESSP 2013-2018) with significant improvements from previous ESSPs.	Strong: Both GPE financial and non-financial (Quality Assurance and Review (QAR), appraisal) support contributed to a more rigorous planning process and enhanced the quality of the plan through improving the evidence base.					

Characteristics of sector planning during review period

Finding 1: Rwanda has a strong tradition of government-led, evidence-based and consultative education sector planning, and the quality of Education Sector Strategic Plans (ESSPs) has improved over time.

35. Rwanda has to date developed four ESSPs (Education Sector Strategic Plans) for the years 2006-2010, 2010-2015, 2013-2018 and 2018-2023 respectively.²⁸ The plans respond to the government planning cycles established by the Ministry of Finance and Economic Planning (MINECOFIN), encompass the education sector as a whole,²⁹ and are aligned with national development/poverty reduction strategies (EDPRS and NST1).³⁰ The 2013-2018 ESSP puts forth 10 sector outcomes across the three strategic goals of (1) promoting **access** to education at all levels, (2) improving the **quality** of education

²⁵ In this case, the objective is considered ‘achieved’ if a sector plan underwent a rigorous appraisal process, as per GPE/IIEP guidelines, and was endorsed by development partners in country.

²⁶ This assessment is based on whether the CLE found evidence of (i) GPE support likely having influenced (parts of) sector planning; (ii) stakeholder perceptions on the relevance (relative influence) of GPE support (iii) existence or absence of additional or alternative factors beyond GPE support that were equally or more likely to explain (part of) the noted progress.

²⁷ For sector planning, the five underlying assumptions in the country level ToC were: (1) country level stakeholders having the *capabilities* to jointly improve sector analysis and planning; (2) stakeholders having the *opportunities* (resources, time, conducive environment) to do so; (3) stakeholders having the *motivation* (incentives) to do so; (4) GPE having sufficient leverage within the country to influence sector planning, and (5) EMIS and LAS producing relevant and reliable data to inform sector planning.

²⁸ The last ESSP was for the years 2013/14-2017/18 and the current ESSP is for the years 2018/19 – 2023/24. For the purpose of this report, they will be referred to as ESSP 2013-2018 and ESSP 2018-2023, respectively.

²⁹ i.e. from pre-primary through to higher education, including adult literacy.

³⁰ The second Economic Development and Poverty Reduction Strategy (EDPRS) 2013-2018, and the first National Strategy for Transformation (NST1) 2018-2024.

and training, and (3) strengthening the **relevance** of education and training to meet labor market demands, which overall corresponds to the challenges identified in the sector analysis³¹ conducted prior to ESSP development (Table 3.2). These priorities are given continuity in the 2018-2023 ESSP, although with some change of focus. In line with recent improvements in primary school enrollment (see Section 4), the current ESSP has **less focus on expanding access** and a **stronger focus on improving the quality of education** (including through improved teaching standards and teacher training), **increasing the use of information communication technology (ICT) in education** and **strengthening science, technology, engineering and mathematics (STEM) in education**. It aims to achieve this through nine strategic priorities, which overall responds to the challenges identified in the 2017 sector analysis.

Table 3.2 Overview of key challenges identified and ESSP strategies

COUNTRY STATUS REPORT (2011)	2013-2018 ESSP
<p>Key recommendations (as per conclusion):</p> <ul style="list-style-type: none"> • Enhance Efficiency of Service Delivery by Ensuring Sufficient Implementation Capacity. • Enhancing Access and Internal Efficiency. • Eliminating Disparities in Education. • Providing Quality Education for All. • Improve the Management and Deployment of Teachers. • Mobilizing and Making Effective Use of Resources. • Improving Data Collection and Monitoring. 	<p>10 overarching strategic outcomes (SOs):³²</p> <ul style="list-style-type: none"> • Equitable access to nine-year basic education for all children/expanding access to twelve-years basic education. • Equitable access to education for students with special educational needs. • Improved quality and learning outcomes across primary and secondary education. • Qualified, suitably-skilled and motivated teachers and trainers to meet demand. • Increased equitable access to TVET programs. • Increased equitable access to higher education. • Improved access to school readiness programs. • Strengthened performance in STEM and innovation at all levels/application in relevant sectors of the economy. • Increased access to Adult Basic Education. • Improved administrative and management support services.
EDUCATION SECTOR ANALYSIS (ESA) 2017	2018-2023 ESSP
<p>Main challenges identified throughout the ESA (summarized by the 2017 independent appraisal):</p> <ul style="list-style-type: none"> • Insufficient teacher competencies in subject content, pedagogy and languages of instruction. • GoR currently investing below the recommended 15-20% of the overall government budget to education. 	<p>Nine overarching strategic outcomes (SOs):</p> <ul style="list-style-type: none"> • Enhanced quality learning outcomes relevant to Rwanda's social and economic development. • Strengthened continuous professional development (CPD) and management of teachers. • Strengthened STEM to increase the relevance of education. • Enhanced use of ICT.

³¹ World Bank, "Rwanda Education Country Status Report: Toward Quality Enhancement and Achievement of Universal Nine-Year Basic Education"

³² Equity is integrated across all 3 goals.

- | | |
|--|---|
| <ul style="list-style-type: none"> The overly ambitious policy to provide a three-year school readiness program is a risk to effective expansion of quality pre-schooling. MINEDUC and agencies are currently lacking the process and tools to measure key composite indicators to enable more effective monitoring of the ESSP. The lack of coordination between ESSP and district plans through <i>imihigo</i> poses a risk to education sector progress. Limited cooperation between the public and private sector in education poses a moderate risk for coherent expansion and quality. | <ul style="list-style-type: none"> Increased access to education programs, especially at pre-primary, secondary, TVET and higher education level. Strengthened modern school infrastructure and facilities. Equitable opportunities for all Rwandan children and young people at all levels of education. More innovative and responsive research and development in relation to community challenge. Strengthened governance and accountability across all levels of education in Rwanda. |
|--|---|

36. The current and former ESSP are of good quality as per the GPE quality standards for Education Sector Plans (ESPs) (see Table 3.2). Both plans were appraised in order to meet the GPE requirements for ESPIG funding,³³ although the appraisal of the former plan was done one year into implementation (to meet the ESPIG criteria of sector plans having been independently appraised) and functioned more as a reflection on progress and key challenges. Available evidence from documents and interview data suggests that there has been an overall improvement in quality from the former (ESSP 2013-2018) to the current (ESSP 2018-2023) plan in the following areas:

- Improved use of evidence:** While both ESSPs use data from education sector analysis (ESA),³⁴ several government officials and development partners highlighted the 2017 ESA as a significant factor in strengthening the evidence base for the current ESSP. The 2017 ESA is a robust document that follows GPE/IIEP guidelines for quality sector analysis. It provided a critical and independent perspective that is valued by development partners. The current ESSP was revised to address shortcomings noted in the appraisal related to insufficient use of data in analyzing underlying causes for some of the challenges in the education sector and providing the rationale for priorities identified in the ESSP. The former plan was not revised for any of the shortcomings noted in the 2014 appraisal, although MINEDUC acted upon some of the nine recommendations provided to enhance plan implementation.³⁵

³³ The 2013-2018 ESSP underwent an internal appraisal process before its endorsement by the ESWG in 2013. An independent appraisal was then conducted in December 2014 to meet the GPE ESPIG requirements. The draft 2018-2023 ESSP was appraised in 2017.

³⁴ The 2013-2018 ESSP was based on data from a 2011 “Education Country Status Report”, and the 2018-2023 ESSP on a 2017 “Education Sector Analysis.”

³⁵ In particular, MINEDUC conducted an ESSP mid-term review, published in 2015, and commissioned an analytical study on reasons for school dropouts, published in 2017. Other recommendations were partially acted upon – an ESSP monitoring and evaluation plan was developed with support from consulting firm PricewaterhouseCoopers (PwC) - but stakeholders report that it was not implemented or actively used. For several recommendations, no evidence was available on the extent to which they had been acted upon (such as the recommendation to develop multi-year action plans for HEC and WDA, and provide a strengthened risk analysis).

- **Enhanced monitoring and implementation framework:**³⁶ The 2014 appraisal noted limitations in the implementation and monitoring arrangements for the 2013-2018 ESSP, for instance in only using quantitative indicators to measure quality of learning.³⁷ The current plan shows improvements in both the implementation and monitoring frameworks. The current ESSP includes a costed implementation plan with annual targets and budgets for each planned intervention across all sub-sectors.³⁸ Several stakeholders also highlighted improvements in the new monitoring framework related to (a) greater focus on qualitative and output-level indicators, and (b) including SDG4 indicators in the ESSP framework, which will be collected through household surveys.³⁹ However, it is not fully clear how implementation progress against planned ESSP *interventions* will be monitored and reported on (see Section 3.3).
- **Strengthened achievability.** Both ESSPs set highly ambitious targets in line with national development policies. The financing gap of 4.86 percent is smaller in the current ESSP, although the plan is still considered unrealistic by some donors. Furthermore, stakeholders suggest that the current ESSP reflects a better prioritization among the interventions discussed during the planning process.

37. Table 3.3 below presents an overview of the extent to which the current and the former ESSP meet GPE's quality standards for ESPs.

38. GPE ratings are taken directly from GPE's results framework data, indicator 16a, 2016. The numbers inside the second and third column cells indicate the number of points awarded to a given plan under GPE's indicator 16a, relative to the maximum possible number of points that could have been awarded. Most items being rated by GPE can be rated zero (not addressed), one (partially addressed), or two (fully addressed), though detailed rating guidelines vary.

³⁶ The 2013-2018 ESSP had a "Multiyear Action Plan" for 2015/16-2017/18 for the basic education sub-sector. However, this plan did not systematically provide annual implementation targets (against the ESSP monitoring matrix) and stakeholder consultations did not indicate that it was actively used during ESSP implementation or monitoring.

³⁷ "Rwanda Education Sector Strategic Plan 2013/14-2017/18 Appraisal: Final Version", (no author), December 2014, p. 14.

³⁸ In the earlier ESSP, an implementation plan was only prepared for basic education, was only partially costed, and was reportedly not used.

³⁹ For instance, the new ESSP results framework incorporates indicators from the official Sustainable Development Goals (SDG4) developed by UNESCO. See Section 3.3 for more details.

Table 3.3 ESSPs in Rwanda meet quality standards, as defined by GPE, with some improvements in quality

ESP QUALITY STANDARDS ⁴⁰	GPE RESULTS FRAMEWORK (RF) SCORE ⁴¹		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	2013-2018 ESSP	2018-2023 ESSP	
Overall vision	1/1	1/1	No change. Both plans are aligned with and developed in cooperation with national development strategies. ⁴²
Strategic	5/7	7/7	Some improvement. Both plans had shortcomings in identifying and addressing challenges related to learning, equity and efficiency, but the final 2018-2023 ESSP was revised to address shortcomings noted in the appraisal. ⁴³
Holistic	3/3	3/3	No change. The ESSPs are comprehensive and encompasses the entire education sector. The current ESSP has broadened its objectives compared to the former, with a stronger focus on actions to improve quality of education.
Evidence Based	1/1	1/1	Some improvement: While both plans used evidence from sector analysis, most stakeholders noted the high quality of the 2017 ESA as a particular contribution to strengthening the evidence base in the current ESSP. ⁴⁴

⁴⁰ The GPE Secretariat rates the quality of sector plans along 7 quality standards, which are incorporated into the GPE results framework. The standards and related guidelines provide guidance on what a good quality ESP/Transitional Education Plan (TEP) looks like, and were developed in 2015 in cooperation with UNESCO International Institute of Education Planning (IIEP). According to the Methodology Sheet for GPE Indicators (Indicator 16a), an ESP should meet five out of seven quality standards to be classified as meeting overall quality standards.

⁴¹ Based on GPE RF data, indicator 16a

⁴² The 2013-2018 ESSP is aligned with the second Economic Development and Poverty Reduction Strategy (EDPRS) for 2013-2017, and the 2018-2023 ESSP is aligned with the first National Strategy for Transformation (NSTP) for 2017-2024.

⁴³ The appraisal for the 2018-2023 ESSP pointed out that the draft plan had room for improvement in terms of identifying and addressing challenges related to equity, learning and efficiency. MINEDUC revised the ESSP based on the appraisal comments to provide (a) additional data on equity and efficiency and (b) more explicit reference to the ESA and other data sources. The GPE Secretariat rated the final plan as meeting this quality criteria. Ministry of Education (MINEDUC). “Education Sector Strategic Plan (ESSP) 2018/19-2022/23 – Draft Appraisal Report”, Republic of Rwanda, December 2017. Ministry of Education (MINEDUC). “MINEDUC Response to Issues Raised in the ESSP Appraisal”, Republic of Rwanda, May 2018.

⁴⁴ This was noted as a key improvement by most consulted stakeholders. The appraisal of the draft 2018-2023 ESSP noted that it makes “inadequate use of empirical data” available in the 2017 ESA. Consequently, MINEDUC revised the ESSP based on the appraisal comment. Ministry of Education (MINEDUC). “Education Sector Strategic Plan (ESSP) 2018/19-2022/23 – Draft Appraisal Report”, Republic of Rwanda, December 2017, p. 7.

ESP QUALITY STANDARDS ⁴⁰	GPE RESULTS FRAMEWORK (RF) SCORE ⁴¹		CHANGE/IMPROVEMENT BETWEEN THE TWO PLANS (EVALUATOR ASSESSMENT BASED ON DOCUMENTS AND INTERVIEWS)
	2013-2018 ESSP	2018-2023 ESSP	
Achievable	8/9	9/9	Improvement: Both plans have substantial gaps between planned costs and estimated available funding, but the gap is smaller in the current ESSP. ⁴⁵ Another improvement is that the current ESSP developed a costed implementation plan to be complemented by detailed subsector plans (although the latter have not yet been made public) ⁴⁶ and strengthened its monitoring framework.
Sensitive to Context	1/1	1/1	No change: Both ESSPs include a comprehensive analysis of risks and mitigation strategies across all levels of the education sector.
Attentive to Disparities	3/3	3/3	No change: All data used are disaggregated by gender, and both plans have a strong focus on equity. Stakeholders indicated that the current ESSP has a somewhat strengthened focus on inclusive education, particularly with regards to special needs education.
Overall, at least 5/7 met?	Yes (5/7)	Yes (7/7)	Some improvements identified: The two ESSPs are of good quality and meet the minimum number of GPE quality standards for sector plans. To various degrees, both plans share similar weaknesses in terms of (a) being overly ambitious with significant financing gaps and (b) insufficient (or unclear) monitoring framework. However, as noted above, the current ESSP reflects improvements in these areas, in addition to providing a stronger foundation for implementation.

39. Education sector planning in Rwanda is fully led by MINEDUC with the active cooperation of the affiliated agencies, the ESWG, line ministries and district-level administrations. Both ESSPs were developed through participatory processes involving consultations with all sector stakeholders, but interviewed stakeholders noted that the process for the current ESSP allowed for more and broader stakeholder consultations, in particular between MINEDUC and the implementing agencies (REB, HEC, WDA, UR and RP).⁴⁷ As a result, agency officials report feeling a stronger ownership of this ESSP. Some stakeholders also noted improved linkages between planning at the sector level and subsector level (i.e. TVET, higher education) due to the development of sub-sector plans, although several of these plans have yet to be formally approved and made publicly available.⁴⁸

⁴⁵ The two funding scenarios in the 2013-2018 ESSP represented funding gaps 12.7% and 5.7%, respectively (MINEDUC, December 2017, pp. 96-97). In the 2018-2023 ESSP, the gap between plan costing and estimated available resources is 4.86% (i.e. 2,576 billion RWF available against 2.707 billion RWF needed for 2018-2023). Ministry of Education (MINEDUC). "Final ESSP Implementation Plan", Republic of Rwanda, 2018.

⁴⁶ I.e. subsector plans for higher education or TVET.

⁴⁷ For the 2013-2018 ESSP, the appraisal notes that the extent and depth of stakeholder engagement was "highly inclusive", although details on the consultative process is not documented ("Rwanda Education Sector Strategic Plan 2013/14-2017/18 Appraisal: Final Version," 2014, p. 11). The 2018-2023 ESSP included 16 workshops with a total of 286 participants (some attendants are counted twice). MINEDUC, December 2017, p. 14.

⁴⁸ The HESSP (Higher Education Sub-Sector Plan) is one example. It was developed through a consultative process in 2017 with support from Swedish International Development Cooperation Agency (Sida) and aligned with the current ESSP, but is still waiting for ministerial approval.

Finding 2: Limited integration between district- and central-level planning remains a key challenge for the sector and leads to poor alignment between the 2018-2023 ESSP and district-level sector plans.

40. Education sector planning in Rwanda has been hampered by inadequate planning capacities at the district level and poor cohesion between central and district-level stakeholders (see Box 3.1).⁵¹ All interviewed actors noted this as a major limitation for planning, which has subsequent implications for implementation. At the planning stage, specific limitations include:

Box 3.1 Planning constrained by complex institutional architecture

As detailed in Section 2.2, the decentralized education sector in Rwanda has a complex architecture of government entities responsible for different areas. As noted by government officials and supported by the 2014 appraisal and a 2016 study by the global education NGO Education Development Center (EDC),⁴⁹ this multi-dimensional structure has created unclear roles/responsibilities and poor central-level coordination of different education actors, which limits effectiveness of planning and implementation. A key area affected by this issue is **in-service teacher training in basic education**: while MINEDUC is accountable at the national level for planning and (through REB) achieving policy objectives, Districts (under MINALOC) are responsible for recruiting, deploying and managing teachers (through the DEOs).⁵⁰ Similarly, the EDC study highlighted how distributed responsibilities for approving, planning and managing **curriculum development and capacities for pre-service training** (divided between HEC and the University of Rwanda (UoR) College of Education) limits the achievement of related policy objectives.

The GoR has taken steps to address these identified shortcomings. Following recommendations of a 2014 functional review of MINEDUC, the management of DEOs is in the process of being moved from MINALOC to MINEDUC. In 2019, sector education officers (SEOs) will become sector education inspectors and report directly to MINEDUC, thus strengthening sector management. DfID (through the Capacity Development Fund) has supported the GoR in providing training for district-level education officials.

- **Lack of capabilities at district level:** District Directors of Education (DDEs), District Education Officers (DEOs) and Sector Education Officers (SEOs) often lack specialized training related to processes for planning, budgeting and monitoring in education, as well as skills in advocating for district funding for education functions.⁵²
- **Insufficient integration between central and district-level plans:** District-level planning across all sectors is done through five-year District Development Plans (DDPs), with District Education Units responsible for the education elements included therein. DDPs are developed under MINECOFIN guidelines and are aligned with the timeframe and priorities of national development strategies (i.e. 2013-2018 for the EDPRS II). While they make reference to the different sector plans (including ESSPs), the alignment between DDPs and ESSPs are primarily limited to the overarching EDPRS priorities. DDPs generally do not identify teaching and learning as priority areas, despite district-

⁴⁹ Education Development Center (EDC). May 2016.

⁵⁰ Ibid, p. 38

⁵¹ A report on Rwandan system-level capacities in education identified gaps related to education planning, budgeting, and monitoring at the district-level. CfBT Education Trust. "The Capacity Strengthening for Decentralized Education Planning and Monitoring (DEPAM)", 2015.

⁵² Education Development Center (EDC). "Early-Grade Literacy in Rwanda: Taking Stock in 2016," May 2016.

level administrations receiving more than half of the national budget for ESSP implementation. A MINEDUC analysis found that only around 30 percent of the priorities in the 2013-2018 ESSP were reflected in DDPs across the country for 2013-2018.⁵³ Most education priorities included in DDPs relate to infrastructure development (building schools), not to quality and internal efficiency issues such as reducing repetition or drop-out rates.⁵⁴

41. As a result, priorities set at the central level may not translate into investments at the local level, which has consequences for implementation of the ESSP and may exacerbate inequalities between districts. Poor coordination between central and district-level planning also creates an important roadblock for the effective monitoring and implementation of the ESSP (see Findings 7 and 16). To address this “roadblock”, the 2018-2023 ESSP plans for interventions to strengthen the linkages between central and decentralized planning, albeit limited to better communications about ESSP priorities, which may be insufficient given complexities in the institutional architecture for the education sector (see Box 3.1).⁵⁵

GPE contributions to sector planning

Finding 3: GPE support contributed to an increase in the quality of the 2018-2023 ESSP. The ESPDG strengthened the sector analysis used as a foundation for the plan and allowed for timely and inclusive consultations with all stakeholders, and the independent appraisal identified areas of improvements in the draft ESSP.

42. GPE has provided a series of financial and non-financial mechanisms to support sector planning. Table 3.4 provides an overview of these mechanisms, grouped by whether they have made a significant,⁵⁶ moderately significant or insignificant contribution to sector planning in Rwanda. This grouping is indicative and does not constitute a formal score.

⁵³ “Rwanda Education Sector Strategic Plan 2013/14-2017/18 Appraisal: Final Version,” 2014, p. 26. Furthermore, the 2017 ESA found no DPPs that had education listed as a top priority (Ministry of Education (MINEDUC). “Education Sector Analysis – Final Draft”, Republic of Rwanda, November 20, 2017, p. 38)

⁵⁴ “Rwanda Education Sector Strategic Plan 2013/14-2017/18 Appraisal: Final Version,” 2014, p. 14

⁵⁵ Through “Developing and implementing an ESSP implementation communications strategy to ensure greater linkages between district education plans and ESSP priorities” (outcome 9.3)

⁵⁶ In this section and all sections that follow, a GPE contribution is rated ‘significant’ if it made a clear, positive, and noticeable difference in an outcome of interest to GPE. This outcome of interest need not necessarily be ‘improved planning overall,’ but could be a noticeable improvement in sub-components of this desirable outcome, such as ‘improved government ownership,’ ‘improved participation,’ ‘improved results framework,’ etc. Assessments are based on evaluator judgment based on interviews and documents consulted for this CLE.

Table 3.4 GPE contributions to sector planning from 2012-2018⁵⁷

2013-2018 ESSP	2018-2023 ESSP
SIGNIFICANT CONTRIBUTION TO SECTOR PLANNING	
<ul style="list-style-type: none"> • n/a (no available data) 	<ul style="list-style-type: none"> • QAR mechanism (Independent appraisal): The 2017 appraisal provided quality assurance for the draft ESSP. Key stakeholders involved in ESSP development found the appraisal “very useful” in that it pushed the quality of the ESSP in line with GPE expectations, and the GoR revised the final ESSP to address several shortcomings noted by the report.⁵⁸ • ESPDG: The financial resources provided by the ESPDG⁵⁹ allowed for a more consultative process (meetings/workshops) during the 2018-2023 ESSP development than for the 2013-2018 ESSP, which was not supported by an ESPDG. The grant also financed the ESA, which contributed to improving the evidence base, thus allowing for better targeting of the interventions and a stronger dialogue on sector priorities.
MODERATE CONTRIBUTION TO SECTOR PLANNING	
<ul style="list-style-type: none"> • ESPIG application process and requirements: ESPIG requirements provided an incentive for undertaking additional quality assurance measures (i.e. the 2014 appraisal). 	<ul style="list-style-type: none"> • QAR mechanism (Secretariat comments): Consulted stakeholders involved in the recent ESSP development found the Secretariat’s initial comments on the draft sector plan “useful” or “somewhat useful”. Like the Appraisal, the Secretariat commented on the limitations of the draft ESSP in not using empirical ESA data sufficiently. MINEDUC’s response suggests that the appraisal was the main driver of the changes introduced in the ESSP. • ESPIG application process and requirements: Although the ESPIG requirements did not provide an incentive for developing a sector plan per se, they did provide an incentive for undertaking additional quality assurance measures (independent appraisal) and for ensuring that the plan would meet quality standards (i.e., the ESPIG fixed tranche requirement of a credible ESP that is based on a <i>credible sector analysis</i>). • GA: The Grant Agent for the ESDPG contributed to sector planning through its stewardship of the ESPDG application and resources, as well as through its role as lead donor and co-chair of the ESWG. The GA also played the role of CA during the planning process.⁶⁰

⁵⁷ Inasmuch as the plan development cycle for both ESSPs (2013-2018, and 2018-2023) falls within the core 2012-2018 review period for this CLE, this section considers GPE contributions two planning cycles, in line with the evaluation matrix for these CLEs. However, subsequent sections do not present similar side-by-side comparison, as these CLEs do not involve a full review of two GPE support cycles, which would in any case not be possible given that the new cycle just started.

⁵⁸ MINEDUC, May 2018.

⁵⁹ For the development of the 2018-2023 ESSP, Rwanda received a US\$323,570 ESPDG, of which US\$148,433 (45.9%) was spent on ESA and US\$163,762 (50.6%) on ESP development and US\$11,375 (3.5%) on the independent appraisal. Available documentation indicates that the grant financed 100% of ESSP development. Dhar, Subrata S. “ESPDG Application Assessment – Initial,” Global Partnership for Education, March 16, 2017.

⁶⁰ UNICEF was designated as CA in the 2018 ESPIG application.

2013-2018 ESSP	2018-2023 ESSP
	<ul style="list-style-type: none"> Technical guidance / knowledge-sharing: Some consulted stakeholders indicated that they found GPE guidelines on quality ESP development, sector analysis and plan appraisal useful. Country-lead support: Stakeholders appreciated guidance provided during the planning process, especially in light of ESPIG requirements. They also noted that the Country Lead (CL) contributions are limited by the fact that the CL is based in Washington, DC and can only come to Rwanda a couple of times a year.
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLANNING	
<ul style="list-style-type: none"> GPE advocacy: Back to Office Reports (BTOR) from 2012 show that the CL raised the issue of scaling back the ambitious ESSP priorities, but there is no evidence that any actions were taken by MINEDUC. Technical guidance / knowledge-sharing: Consulted stakeholders did not indicate if GPE 2012 guidelines on quality ESP development were useful. QAR mechanism (appraisal): The 2014 appraisal was conducted one year into sector plan implementation in order to meet the ESPIG requirement and did not have a direct influence on the ESSP framework. CA: Data is not available on the role played by the CA during ESSP development 	<ul style="list-style-type: none"> GPE advocacy: GPE advocacy through initial comments on the ESSP is reflected above (QAR mechanism). BTORs for 2016 and 2017 do not report on advocacy efforts by the Secretariat/CL regarding the 2018-2023 ESSP; the BTORs illustrate the nature of advocacy on education finance. CA: The current CA contributed to sector planning in its role as co-chair of the ESWG, facilitating Development Partner (DP) review and input to the planning process as well as endorsement of the ESP.
ELEMENTS NOT APPLICABLE TO SECTOR PLANNING IN RWANDA	
<ul style="list-style-type: none"> N/A 	<ul style="list-style-type: none"> N/A

43. Evidence from reviewed documents and consulted stakeholders suggest that GPE support contributed to strengthening the overall quality of the 2018-2023 ESSP. In comparison, limited evidence was available on how – and to what extent – GPE contributed to the development of the 2013-2018 ESSP. For the current plan, the ESPDG grant paid for the team of consultants that drafted and revised the plan and for holding workshops for stakeholder consultations. There is no indication that country ownership was compromised by this approach. Although developing the ESSP was in itself not dependent on GPE financial support, as sector planning in Rwanda is mandated by MINECOFIN,⁶¹ interviewed stakeholders widely believe that GPE financial support helped improve the depth and extent of public consultations and a timely completion of the sector planning process, to meet both MINECOFIN and GPE requirements. Key ESWG actors did not have to use their staff for managing the drafting process but could focus on the

⁶¹ All sectors conducted Sector Self-Assessments for 2008-2011 to support the development of the EDPRS II. Ministry of Finance and Economic Planning (MINECOFIN). “Terms of Reference for 2008-2011 EDPRS Sector Self-Assessments,” Republic of Rwanda, (n.d.).

content and overall direction of the ESSP. The ESPDG also financed the ESA, which was considered by all stakeholders to be a high-quality report that provided a solid foundation for the ESSP.

44. In terms of non-financial support, the (revised) QAR mechanism likely contributed to improving the overall quality of the ESSP as per the GPE standards. Both the Independent Appraisal and the initial Secretariat comments on the draft 2018-2023 ESSP identified shortcomings related to not sufficiently addressing equity/learning challenges, or not sufficiently utilizing existing empirical evidence. MINEDUC consequently revised the final ESSP to meet the appraisal recommendations (the final text of the 2018-2023 ESSP has not yet been made publicly available). In contrast, the appraisal for the 2013-2018 ESSP was conducted one year after the ESSP was launched (largely to meet ESPIG requirements) and its feedback was thus not taken into account in the final ESSP text. As previously noted, MINEDUC acted upon some recommendations for improving implementation (such as conducting a mid-term review and study on dropouts), while other recommendations were only partially or not taken into account.

45. GPE's revised QAR mechanism for Education Sector Plans, introduced in 2016, appears to have made a difference.⁶² Interviewed stakeholders did not express strong views on the strengths/weaknesses of the revised mechanism, either due to limited awareness of these processes or because they had not been involved in the earlier ESSP development. The review of QAR documentation in Rwanda suggests that the new process provides a better sequencing of quality assurance tools (such as the timing of the appraisal) and introduces new elements, such as structured feedback from the Secretariat⁶³ and a systematic and documented response to the appraisal through the Response Memo drafted by the ESWG/MINEDUC as part of the ESPIG application package.

46. Interviewed stakeholders found the ESPDG application criteria to be clear and reasonable, and some noted that the GPE guidelines on quality ESP development, sector analysis and plan appraisal were useful during ESSP development. Both appraisals (2014 and 2017) follow the GPE guidelines valid at the time.

47. While the quality of ESSPs in Rwanda has improved over time, there is limited evidence that the 2018-2023 ESSP development process explicitly took into account lessons learned from the 2013-2018 ESSP process. This is partially due to a lack of documented data. The former ESSP is not explicitly mentioned in the appraisal of the current plan, and the 2017 ESA and the 2015 mid-term review focused on progress/challenges related to **education indicators**, not lessons emerging from the planning or implementation of the ESSP. However, the lack of systematic monitoring of ESSP implementation (see Section 3.3), combined with the fact that an End-of-Cycle Review was not conducted, also likely limited the ability of the current plan to learn from the former.

Additional factors beyond GPE support

48. Additional **positive factors** beyond GPE support that likely contributed to sector planning during the review period include (a) technical assistance provided by development partners to support planning processes, including from DfID to strengthen the planning capacity of DEOs and MINEDUC planning officials and create stronger links between district-level plans and the ESSP,⁶⁴ from UNESCO to support

⁶² The revised GPE Quality Assurance Review process for ESP, introduced in 2016, includes (a) initial secretariat comments on the draft ESP, (b) independent appraisal, (c) endorsement of ESP by Local Education Group, and (d) Secretariat assessment using quality standards.

⁶³ There is no available data for GPE Secretariat feedback on the 2013-2018 ESSP.

⁶⁴ Through the Education Development Trust, the "Decentralized Education Planning and Management (DEPAM)" project trained 30 DEOs and 6 MINEDUC planning officers, including in ESSP sensitisation, and developed a toolkit

ESSP monitoring indicators, and from Sida to support the development of the sub-sector plan for higher education. (b) Established planning practices for all sectors in Rwanda and strong guidance and political will from the GoR (under the aegis of MINECOFIN) to carry out consultative and evidence-based strategic sector planning and annual prioritization/planning exercises as part of the budget cycle. (c) Effective and collegiate relationships with development partners, within a well-established coordination structure, which facilitates inclusive planning processes.

49. Additional **negative factors** include (a) the noted shortcomings related to district-level planning capabilities and the institutional complexity of the education sector, (b) in spite of the strong emphasis on the ESSP, the Annual Work Plans are the key determinants in terms of what will be implemented. There is little evidence detailing the process of how these plans are drafted and to what extent sector stakeholders are able to provide feedback, and (c) teachers play a key role in the sector, but their voice is often not strongly represented through the teachers' union in planning processes.

50. The evaluation did not register evidence of significant negative/unintended effects of GPE's support in terms of sector planning.

Implications for GPE's ToC and country-level operational model

Finding 4: **GPE's contribution to improved planning, in spite of strong national political will and sufficient resources and capabilities, highlights the ongoing relevance and value of the GPE model. While Rwanda already possessed strong national political will, resources and capabilities for sector planning, GPE support helped to further improve planning processes and products.**

51. As previously noted, the GoR has strong political will and (overall) sufficient resources and capabilities to conduct consultative and evidence-based sector planning, as evidenced by the quality of the 2013-2018 ESSP. The fact that GPE still made a likely contribution to enhance the quality of the current ESSP is relevant in relation to the ToC as it shows that GPE can contribute to the development of quality sector plans in a variety of contexts, including those where the country is already exercising strong leadership for sector planning. Available evidence suggests that three out of the five assumptions about sector planning underlying the GPE country-level ToC (Appendix II) **held true** in the context of Rwanda during the 2013-2018 review period. These assumptions were that country level stakeholders have (i) the capabilities (knowledge and skills), (ii) the opportunities (resources, conducive external environment) and (iii) the motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning. Motivation is also determined by the degree of ambition, which is an important part of the political culture in Rwanda. Therefore, it is not surprising that the GoR does not want to reduce ESSP ambitions in order to ensure greater achievability. However, while there is a functional planning system in Rwanda, there is also room to strengthen the voices of certain actors in that planning system, such as the teachers' union and civil society organizations.

52. The following assumptions were found to hold only **partially true**: (iv) GPE has sufficient leverage within Rwanda for GPE support to influence sector planning (for the previously noted reasons). While GPE's funding requirements did not provide motivation (regarding assumption iii) to develop a sector plan, it provided motivation to develop an *improved* plan (through the requirement to conduct a quality ESA); and that (v) that EMIS and learning assessment and reporting systems (LARS) produce relevant and reliable data. Rwanda generally has access to accurate data on key education indicators but given the lack

and guidelines for information management at the district and school level. Education Development Trust. (EDT). "Annual Report 2014-2015," June 2016, pp. 12-13.

of regular learning assessment data (and subsequent difficulties with measuring quality of learning) this assumption was found to hold only partially. The variable tranche of the ESPIG included an indicator on LARS, which provided some incentive for MINEDUC to conduct its planned assessments, thus strengthening the availability of data (see Finding 8 for further details on sector monitoring).

3.3 GPE contributions to mutual accountability through sector dialogue and monitoring⁶⁵

Overview

53. This section addresses the following evaluation questions:
- Have sector dialogue and monitoring changed during the review period? If so, how and why? If not, why not? (CEQ 2.1 and 2.2)
 - Has GPE contributed to observed changes in sector dialogue and monitoring? If so, how and why? (CEQ 2.3) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
 - What other factors contributed to observed changes in sector dialogue and monitoring? (CEQ 3.1)
 - Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)
54. Table 3.5 provides a high-level overview of evaluation findings on mutual accountability. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.5 Overview: CLE findings on sector dialogue and monitoring, and related GPE contributions

PROGRESS MADE TOWARDS MUTUAL ACCOUNTABILITY FOR SECTOR PROGRESS	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ⁶⁶			
Sector Dialogue: Stable – LEG (ESWG) not more inclusive and participatory during the review period.	None: GPE has not had a noticeable contribution to improved dialogue within the well-established sector dialogue structures.	1	2	3	4
Sector Monitoring: Improved - positive steps taken to improve data collection through harmonized EMIS, but still shortcomings in ESSP monitoring frameworks.	Modest: The variable tranche (stretch) indicator (#3) on learning assessments represented an incentive to conduct learning assessments.				

⁶⁵ This section addresses evaluation questions CEQ 2.1, 2.2 and 2.3, as well as to (cross-cutting) CEQs 3.1 and 3.2.

⁶⁶ For sector dialogue and monitoring, the four underlying assumptions in the country level ToC were: (1) GPE has sufficient *leverage* at global and country levels to influence LEG existence and functioning; (2) country level stakeholders having the *capabilities* to work together to solve education sector issues. (3) Stakeholders have the *opportunities* (resources, time, conducive environment) to do so; (4) stakeholders have the *motivation* (incentives) to do so.

Strengths and weaknesses of sector dialogue

Finding 5: Rwanda has a well-established tradition and mechanisms for sector dialogue that facilitate the exchange of information between development partners and alignment of their programming with the ESSP. In this context, there is still room to enhance the quality of dialogue and coordination among actors during ESSP implementation.

55. Sector dialogue in Rwanda occurs through different fora centered around the Education Sector Working Group (ESWG), which meets on a quarterly basis and is co-chaired by the Permanent Secretary of MINEDUC, DfID and UNICEF.⁶⁷ Stakeholders working in basic education, higher education and TVET have separate sub-working groups that meet on a monthly basis (and are co-chaired by MINEDUC or the relevant agency such as REB or WDA, and development partners), and additional technical working groups are formed in each subgroup to deal with specific areas or interventions. Following a reorganization in 2014,⁶⁸ these dialogue mechanisms are well established and widely considered to be organized effectively.⁶⁹ A few consulted development partners also indicated that ESWG meetings have become more efficiently managed during the review period.⁷⁰ Dialogue at the district level is done through the District Joint Development Action Forum (DJDAF) with participation from district officials, schools, CSOs and MINEDUC, however, several stakeholders noted that sector dialogue at the decentralized level overall is not as institutionalized as at the central level.

56. The ESWG and its sub-groups include the participation of all sector stakeholders, with the exception of teachers' unions, which are not regularly represented in meetings and are not seen to have a strong voice in sector dialogue and in preparing and monitoring the ESSP.⁷¹ Civil society organizations (CSOs) participate in sector dialogue through their own coordination platform, RENCP.⁷² Several consulted

⁶⁷ The current structure was reorganized following a 2013 review of existing structures for education sector dialogue. Stakeholders participating on a regular basis are MINEDUC and its agencies, international development partners and civil society organizations. Department for International Development (DfID). "GPE Programme Concept Note: Rwanda Education Sector Implementation Grant," June 2018, p. 22.

⁶⁸ The ESWG functions as the Local Education Group (LEG). Rwanda has sector working groups for a total of 14 sectors (including agriculture, health, transport, energy), all of which are co-chaired by a Lead Ministry and an important development partner/lead donor for the sector. "Revised Terms of Reference for Sector Working Group (SWG)" (no author), May 2016.

⁶⁹ As noted by most consulted stakeholders. Furthermore, a 2015 analysis on the performance of sector working groups in Rwanda noted that the "Education [Sector Working Group] is generally regarded as effective, with strong participation and a high volume of dialogue." Stegmann, G. & Gasana, C. "Analysis of the Performance of Sector Working Groups in Rwanda," May 2015, p. 20.

⁷⁰ The evaluation was not able to verify these perceptions due to a lack of comprehensive minutes and other documents from ESWG and sub-group meetings.

⁷¹ As indicated by stakeholder interviews and 2017 data from the GPE RF indicator 19. This is partly due to the limited capacity of the union for articulating positions and the consequence of a strong state.

⁷² Rwanda Education NGO Coordination Platform, established in 2010, is a coordination platform for more than 90 civil society organizations working in education in Rwanda. It focuses on (a) representing education CSOs vis-à-vis the GoR, (b) coordinating interventions and activities managed by civil society, and (c) providing opportunities for information-sharing among members. RENCP organizes five technical working groups on cross-cutting issues and education sub-sectors. The platform is currently co-chaired by Wellspring Foundation Rwanda and World Vision Rwanda. Rwanda Education NGO Coordination Platform. <http://www.rencp.org/> (accessed February 2019).

donors believe that civil society also lacks a strong voice in the sector due to a combination of limited internal capacities in RENCP (its leadership is voluntary and rotational, and members do not provide financial resources) and the more restrictive space for CSOs in Rwanda in general.⁷³

57. DfID has acted as the lead donor in the education sector since 1997 and, together with its other ESWG co-chair UNICEF, enjoys a very strong relationship with MINEDUC. All consulted stakeholders noted that these actors exercise a clear and strong leadership in the ESWG and the Joint Review of the Education Sector (JRES), which are biannual sector review meetings with participation from all sector stakeholders.⁷⁴ The JRES are a requirement by MINECOFIN to account for how sector financing has been used. Available evidence indicates that the existing dialogue structure works well in establishing a common agenda and facilitating information-sharing between sector stakeholders, and in ensuring that each international (and most domestic) development partners align their interventions with the ESSP.⁷⁵

58. Beyond information-sharing and establishing a common agenda, stakeholders have mixed perspectives on the overall quality of **sector dialogue**. While nearly all stakeholders described their cooperation with MINEDUC and REB as good, several development partners highlighted that the *depth* of sector dialogue is somewhat limited since ESWG/subgroups/JRES meetings do not fully provide for open discussions on achievements, shortcomings and related solutions for the sector (but is often limited to key high level indicators).⁷⁶ Some partners - representing both international and national development partners - also believe that they are not able to fully inform decision-making or actions related to ESSP implementation beyond validating already established agenda items.

59. There were also divided opinions regarding the quality of coordination among international development partners. Two out of seven interviewed donors described the coordination of international donors as “well-functioning” and “strong”, while the five remaining indicated (to various degrees) that sector coordination was more limited. Several stakeholders noted that the donor community appeared to be less coordinated vis-à-vis the government in Rwanda than in other countries in the region. This was perceived to be the result both of donor dynamics in existing dialogue mechanisms (focused more on the exchange of information, little coordination of specific activities/interventions) as well as limited capacities at REB and at district-level to effectively coordinate, leading to some overlap and duplications between interventions financed by international donors and CSOs.⁷⁷ Government stakeholders noted, for example, the concentration of donor contributions in education quality, particularly for primary 1-3.

⁷³ CIVICUS rates the civil society space in Rwanda as “restricted” and notes that CSOs need to operate within “seriously confined boundaries.” CIVICUS, “Tracking Civil Space – Rwanda.”

<https://monitor.civicus.org/country/rwanda/>

⁷⁴ In Rwanda, JRES is the equivalent of Joint Sector Reviews (JSRs).

⁷⁵ Evaluator’s assessment based on stakeholder consultations. Due to limited documentation (i.e. transcripts, reports) from ESWG/subgroups/technical groups, the evaluation was not able to independently assess these perceptions.

⁷⁶ Some development partners noted that some subgroups (TVET) and technical working groups had more open-ended dialogue and stronger coordination than in the sector as a whole.

⁷⁷ Rwanda Development Board requires that all active CSOs are registered and provide an action plan that needs to be approved by the relevant district-level government. Stakeholders noted that the MINEDUC use this information to coordinate CSO-funded interventions. Interview data suggests that this coordination does not always take place at district level. Furthermore, while MINEDUC has some resources for coordination (including a focal point for development partners), REB and district-level governments appear to have limited capacities for coordination.

While existing dialogue facilitate *alignment* to the ESSP, they do not guarantee more effective *coordination* among development partners with regards to harmonized approaches and programming.

60. Consequently, while most stakeholders agreed that dialogue structures were useful in supporting the development of the 2018-2023 ESSP, there is less agreement on the extent to which such structures (are likely to) effectively inform plan implementation (see Finding 17).

61. Consulted stakeholders also had differing views on whether practices for sector dialogue and monitoring, i.e. the JRES and the ESWG structure, amount to **mutual** accountability. All stakeholders acknowledged the strong political will and significant efforts to ensure that government stakeholders (i.e. DEOs, MINEDUC officials) are held publicly accountable, as evidenced by the Education Quality Awareness Campaigns,⁷⁸ the well-structured sector dialogue and strong anti-corruption focus of the GoR. However, three development partners and some line ministries indicated that the noted shortcomings around sector dialogue (related to ability to inform decision-making and quality of donor coordination) to some extent limits accountability.

Strengths and weaknesses of sector monitoring

Finding 6: Rwanda has institutionalized several mechanisms for sector monitoring, with JRES regularly reporting on overall ESSP progress. However, monitoring of the sector plan is limited by unclear institutional roles and a lack of output-level indicators.

62. The main monitoring (and high-level dialogue) mechanism in Rwanda is the biannual JRES. One annual meeting is backward-looking and the other is forward-looking.⁷⁹ They are organized jointly by MINEDUC, UNICEF and DfID, include a broad representation of all sector stakeholders,⁸⁰ and report on ESSP implementation progress against 10-15 key (outcome-level) indicators,⁸¹ related policy actions taken by the GoR, and sector budget allocation/execution.

63. Most indicators in the 2013-2018 ESSP results framework were reported on through different mechanisms: Out of the 81 indicators, around 50 percent are fully reported on and 20 percent

⁷⁸ Initiated in 2017 by MINEDUC, the campaigns are a multi-stakeholder approach in which teams of MINEDUC officials (also including REB, WDA and HEC), district government officials, PTAs, media, development partners and other University of Rwanda are present at schools across the country for two weeks, as a complementary mechanism to inspections. See also Finding 7.

⁷⁹ Both forward-looking JRES (held in June) and backwards-looking JRES (held in November) provide an overview of progress against ESSP/EDPRS targets and ESSP budget execution and identify key recommendations for the upcoming year. The forward-looking JRES present, discuss and validate areas prioritised and annual targets from the sector planning and budgeting process, while the backwards-looking JRES provide an overview of new policy developments in the sector and implementation status for recommendations from the previous JRES.

⁸⁰ I.e., the November 2017 JRES had more than 150 participants from MINEDUC (including all agencies), MINALOC, MINECOFIN and other line ministries, district-level officials, domestic and international development partners, RENCP, faith-based organizations, teacher unions, and representatives of educational institutions.

⁸¹This relates primarily to the monitoring of the 2013-2018 ESSP. For the 2018-2023 ESSP, data is not yet available on how the JRES will monitor implementation.

partially/occasionally reported on through the Annual Statistics Yearbook (the main source of education information in Rwanda)⁸² and JRES reports (Table 3.6).

Table 3.6 Mixed reporting on 2013-2018 ESSP data indicators⁸³

DATA AVAILABILITY (JRES OR ANNUAL STATISTICS YEARBOOK)	# INDICATORS	%
Fully reported on annually	41	50.6%
Limited data/only available some years	16	19.8%
Not reported on	24	29.6%
Total ESSP 2013-2018	81	100%

64. However, as noted in Section 3.2, the 2013-2018 ESSP did not have a coherent monitoring framework. It lacked an implementation plan with clearly defined responsibilities and sources of data,⁸⁴ and existing mechanisms for sector monitoring (JRES and Annual Statistics Yearbook) did not systematically track progress towards the achievement of output-level targets (i.e. planned ESSP interventions).

65. The 2015 ESSP mid-term review reported on progress against most key (outcome-level) indicators but does not specifically address the progress and challenges related to **implementation** of the plan, and no end-of-cycle review was conducted. Available evidence does not indicate why some indicators were not reported on and does not show a clear trend or pattern in what is not reported on. While improvements have been made in the monitoring framework for the 2018-2023 ESSP (focus on more indicators related to quality and output-level), it is too early to tell how its implementation will be monitored through JRES.

66. Over time, JRES have become shorter (reduced in length from three days to one day). They meet GPE quality standards, as outlined in GPE JSR guidance and tracked by GPE's results framework, but with certain shortcomings (Table 3.7).⁸⁵ In addition to discussing education results and sector financing, the forward-looking JRES meetings (held in June) provide recommendations on specific policy actions to be taken for the following year, although there is no clear consequence for not implementing JRES recommendations and no mechanism exists to follow up on their implementation (i.e. a plan with

⁸² Managed by MINEDUC, the Yearbook collects and reports on education data from pre-primary through to higher education, including statistics on infrastructure (schools, toilets, water supply, electricity), textbooks and curriculum, teachers and other staff, ICT, as well as data related to student enrollment, completion, repetition, drop-outs, transition and graduation (pass) rates. The Yearbook also reports on data disaggregated by gender and by students with disability.

⁸³ Based on the evaluator's review of the M&E framework for the 2013-2018 ESSP, and JRES final reports and annual statistics yearbooks for the years 2012-2018.

⁸⁴ A monitoring and evaluation plan for the education sector was developed in December 2014 by PricewaterhouseCoopers, but stakeholders indicate that this plan was not implemented during the review period.

⁸⁵ Global Partnership for Education (GPE). "Joint Sector Reviews in the Education Sector: A Practical Guide for Organizing Effective JSRs," Washington DC, September 2018.

responsibilities and timeframe).⁸⁶ Some development partners perceive that the structure of the meetings (compressed discussion time, large number of participants, multiple presentations) limits participant contributions, to some extent restricting their role to one of validating existing issues on the agenda (see Finding 6). However, JRES organizers (MINEDUC and ESWG co-chairs) usually solicit feedback from all ESWG members on issues to be discussed prior to the meetings.

Table 3.7 JRES in Rwanda largely meet JSR quality standards as defined by GPE

JSR QUALITY STANDARDS ⁸⁷	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JRES REPORTS, ESA ETC.) AND CONSULTED STAKEHOLDERS
	2016	2017	
Participatory and inclusive	No	Yes	<ul style="list-style-type: none"> Inclusive of state-level and district officials, public and private educational institutions, donors, NGO/CSO representatives and teacher unions; Overall participatory, but perceptions of limited ability of non-state actors to fully inform discussions.
Evidence-based	Yes	n/a	<ul style="list-style-type: none"> Meetings use EMIS data to measure progress and challenges against outcome-level ESSP targets.
Comprehensive	Yes	Yes	<ul style="list-style-type: none"> All subsectors usually covered (including TVET, Higher Education, preprimary, primary, secondary, etc.), other line ministries (MINALOC, MINECOFIN) also attend.
Aligned with shared policy frameworks	n/a	n/a	<ul style="list-style-type: none"> Forward-looking JRES (held in June) provides overview of progress against recommended policy actions from last meeting, and the Backwards-looking JRES (held in November/December) provides overview of new policy developments in the sector. Reports on progress against key ESSP indicators linked to the national Economic Development and Poverty Reduction Strategy II (EDPRS 2).

⁸⁶ An analysis of all recommendations from forward-looking JRES meetings from 2014-2016 found that 45% (13/29) had been implemented, 27% (8/29) were in progress and 27% (8/29) had not been implemented/lacked documentation. For 2017, this figure dropped to 25% (2/8) implemented, 12% (1/8) in progress and 62% (5/8) no evidence. Data was not available on the 12 recommendations made in the November 2016 (backwards-looking) JRES. Evaluator's analysis based on available JRES meeting reports.

⁸⁷ JSR quality standards have evolved somewhat over time. The five JSR quality standards scored by GPE's RF indicator 18 are: (a) participatory and inclusive, (b) evidence-based, (c) comprehensive, (d) a monitoring instrument, and (e) anchored into effective policy cycle (Global Partnership for Education (GPE). "Results Framework Indicators: Methodological Briefs," June 2017, p. 47). The five dimensions of an effective JSR outlined in GPE's guidelines for effective JSRs are: (a) inclusive and participatory, (b) aligned with shared policy frameworks, (c) evidence-based, (d) a monitoring tool, and (e) an instrument for change embedded effectively into a policy cycle (Global Partnership for Education (GPE, September 2018, p. 20). Table 3.6 lists six criteria to capture both sets of standards, which overlap for all but one dimension.

JSR QUALITY STANDARDS ⁸⁷	GPE RF SCORE		EVALUATOR ASSESSMENT BASED ON DOCUMENTS (E.G. JRES REPORTS, ESA ETC.) AND CONSULTED STAKEHOLDERS
	2016	2017	
A monitoring tool	Yes	Yes	<ul style="list-style-type: none"> Monitors key educational indicators (outcome-level) for ESSP targets but does not systematically monitor implementation at the output-level.⁸⁸
An instrument for change anchored in an effective policy cycle	Yes	No	<ul style="list-style-type: none"> JRES are anchored in the policy cycle – the forward-looking JRES, for example, feed into the next annual budget and workplan make recommendations for policy actions, but stakeholders indicated that there is no clear mechanism for monitoring their implementation and no plan with responsibilities, prioritization and timelines.

67. School inspections, the second key mechanism for sector monitoring, are a shared responsibility between MINEDUC, District Education Officers (DEOs) and Sector Education Officers (SEOs).⁸⁹ In addition to overseeing the functioning of schools, they also collect data on school-level education indicators and report on them to MINEDUC. Interviewed central and district level actors both highlighted a lack of accountability for district-level actors due to the complexity of institutional roles (see Finding 3). This leads to data inaccuracies⁹⁰ (which in turn affect ability to monitor ESSP progress) and poor coordination of outputs (decreasing efficiency of resources).⁹¹ In 2018, the GoR introduced two measures to address these shortcomings:

- An agreement was made to move the management of SEOs from MINALOC to MINEDUC, and to change the SEO's job title from officer to inspector, in order to clarify responsibilities and ensure greater accountability and efficiency.⁹² This initiative is expected to be implemented during 2019.
- In 2018, MINEDUC also initiated the Education Quality Awareness Campaigns, a multi-stakeholder approach in which teams of MINEDUC, agency and district-level officials, PTAs, media, development partners and other stakeholders are present at schools across the country for two weeks, as a complementary mechanism to inspections.⁹³ These campaigns function both as a mechanism to

⁸⁸ According to the GPE guidelines on conducting quality sector reviews, they should include “Process and output indicators measuring the implementation of specific interventions, combined with outcome indicators whenever possible.” Ibid, p. 9

⁸⁹ The role of the MINEDUC Inspectorate is to follow up on REB to ensure that the compliance and implementation of policies.

⁹⁰ The MINEDUC department producing the Annual Statistics Yearbook needs to validate and correct for different data coming from REB and the districts. The 2017 ESA also note differences in drop-out and repetition rates between EMIS data from MINEDUC, and data from the Integrated Household Living Conditions Survey (EICV), managed by the National Institute of Statistics Rwanda (NISR). MINEDUC, November 2017, p. 54.

⁹¹ As noted by the 2014 appraisal report (“Rwanda Education Sector Strategic Plan 2013/14-2017/18 Appraisal: Final Version”, (no author), December 2014, p. 21.

⁹² This reform was conducted based on recommendations from a functional review of the education system, conducted by consulting firm Adam Smith International.

⁹³ The campaigns are initially planned to be held on a quarterly basis. Officials are issued with a standardized inspection checklist, and, based on the findings for each school, a commitment form is filled out with identified issues and how the Head Teacher plan to address them. From May 2-15, 2018, the campaign visited 628 schools across the country (542 basic education, 83 TVET, and 3 higher education). Ministry of Education (MINEDUC).

verify reported data and as a way to reinforce the accountability/commitment of DEOs and SEOs to implement ESSP priorities.⁹⁴ Because they involve a broader group of stakeholders, they are also seen by MINEDUC as a tool for demonstrating the complexity of delivering education policy actions on the ground.

Finding 7: **Data collected through country-level systems is overall, of good quality. The existence of multiple EMIS leads to some issues of data inaccuracy and inefficiency, but positive steps have been taken to harmonize and upgrade these systems.**

68. Data collected through country-level processes and reported on through the Annual Statistics Yearbook and the JRES is overall considered to be of good quality, disaggregated by several factors,⁹⁵ and used to inform policy-making. However, there is a lack of data in two key areas: (a) as noted by the 2017 appraisal and several interviewed stakeholders, the availability of quantitative information (i.e., drop-out rates) is contrasted by limited qualitative research to illustrate underlying causes (i.e., why there is a high drop-out rate), and (b) Rwanda does not yet conduct and publish **annual** data on learning assessments (which is related to challenges in implementing the planned interventions during the 2013-2018 ESSP, see Section 3.5). Rwanda conducted learning assessments (on different levels) in 2011, 2014 and 2017, and plans to conduct them annually starting in 2019.

69. All stakeholders noted that an important shortcoming for data collection is the existence of several parallel (and partially overlapping) education management information systems (EMIS). Key MINEDUC agencies such as REB, HEC, WDA and district-level governments each has their own database with (yet) no central coordination, and stakeholders at both district and central level suggested that this limits the accuracy of data (different systems providing different figures) and the efficiency of resource utilization.

70. The 2013-2018 ESSP planned to harmonize the different systems in existence, and MINEDUC has received support from UNICEF and Mastercard to implement this activity. The implementation of this intervention has been significantly delayed, but as of 2018, work has commenced. An important improvement for sector monitoring is the upgrade of the School Data Management System (SDMS),⁹⁶ which is the main EMIS used by MINEDUC, from excel to a web-based interface.⁹⁷ The new system – when fully operational – is expected to improve data quality by introducing unique student identification numbers, thereby being able to track individual student progression (i.e., enrollment, drop-out,

"Report on Quality Education Enhancement Awareness Campaign: Phase Two Conducted from 2-15 – May 2018," Republic of Rwanda, Kigali, March 2018.

⁹⁴ Ibid, p. 1

⁹⁵ As noted by the 2017 ESA (p. 38) and indicated by several government and development partner stakeholders. However, Rwanda does not meet GPE's targets for data reporting to UIS: it reported 9/12 key indicators in 2014 and 7/12 key indicators in 2015, against a target of 10/12 (GPE RF data, indicator 14). In 2015, it did not report on data for (1) pupil-teacher ratio and (2) percentage of teacher trained for lower secondary, (3) public expenditures on education as a percentage of GDP and (4) as a percentage of public expenditures, and (5) educational expenditure in primary as a percentage of total educational expenditure.

⁹⁶ The EMIS used by districts to report on key data to MINEDUC

⁹⁷ This system has been launched and is currently not yet fully operational. As a result, both the new and the old system is currently being used by MINEDUC.

transition).⁹⁸ Other benefits include more efficiency (as DEOs and SEOs can enter data directly online) and the ability to better target interventions (teacher trainings, school construction) based on identified needs.

GPE contributions to sector dialogue and monitoring

Finding 8: GPE's overall contribution to sector dialogue and monitoring has been less observable in light of strong national traditions and ownership for related processes. However, the variable tranche of the 2015-2018 ESPIG likely provided a push for implementing learning assessments, which may improve data availability for sector monitoring once institutionalized.

71. GPE has employed several financial and non-financial mechanisms to support sector dialogue and monitoring. Table 3.8 provides an overview of these mechanisms, grouped by whether they have made a significant, moderately significant or insignificant contribution to mutual accountability in Rwanda. This grouping is indicative and does not constitute a formal score.

Table 3.8 Limited observable GPE contribution to mutual accountability

SIGNIFICANT CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> ESPIG variable tranche: in the 2015-2018 ESPIG, the variable tranche was based on three requirements, two of which were tied to improved data availability: education statistics disaggregated at district-level and learning assessments conducted at P2 and P5 levels by 2016). This fostered a more focused dialogue on learning assessments in the ESWG and likely provided some incentive for the government to conduct learning assessments during the review period.
MODERATE CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> Consultative ESPIG application process: Stakeholders note that the long ESPIG application process fostered a culture of collaboration and contributed to building relationships among ESWG partners in basic education sector in particular, giving continuity to the planning process. ESPDG funding supported the costs of the 2017 ESA, which was a key data reference for the sector. GA: The Grant Agent (DfID) has acted as the lead donor in Rwanda since 1997 and served as both GA and CA until 2017. In this role, they have provided continuity in terms of DP coordination and supported the functioning of the ESWG. In the dual role as CA and Chair of the ESWG, they have not played a visible role in avoiding overlap and duplication.
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO MUTUAL ACCOUNTABILITY
<ul style="list-style-type: none"> LEG (ESWG): Exists and functions independently of Rwanda's GPE membership. GPE Secretariat advocacy: While issues related to implementing learning assessments (a variable tranche indicator) was discussed in meetings between country stakeholders and the CL, there is no evidence that advocacy from the Secretariat or the CL contributed to strengthening sector dialogue or monitoring.

⁹⁸ For instance, the old SDMS was not able to account for when students moved or changed schools, which would be incorrectly registered as a drop-out.

- **CSEF funding** (indirectly provided by GPE): supported the Rwanda Education for All Coalition (REFAC) but the organization does not appear to have conducted any activities to support mutual accountability. REFAC report not to have been formally registered as a CSO and was not a member of RENCP when they received CSEF funding.⁹⁹

NOT APPLICABLE FOR MUTUAL ACCOUNTABILITY IN RWANDA

- N/A

72. Overall, GPE has not made a significant contribution to improving sector dialogue in Rwanda. This is primarily a consequence of the strong national traditions, commitments and ownership of sector dialogue mechanisms (ESWG and related groups, JRES) that functions independently of GPE requirements or financial/non-financial support. The variable tranche of the 2015-2018 ESPIG were tied to performance against the following three indicators (which were linked to overall ESSP indicators, but modified to fit the objectives of the ESPIG)¹⁰⁰

- *Pre-Primary Gross Enrolment Rate (GER) increased from an average of 10% in 2014 to 17% by 2017 in the 22 poorest performing districts (defined as those that had GER of less than 17% in 2014)*¹⁰¹
- *Education Statistics 2016, disaggregated at district level, published by April 2017.*
- *Learning Assessment in Rwanda Schools at P2 or P3 conducted in 2016 and P6 conducted in 2017, used to inform teaching and learning.*¹⁰²

73. Several development partners and government officials noted that the variable tranche contributed to improving sector monitoring by providing an incentive for the government to conduct planned learning assessments. There were some delays in implementing the assessments (finalized in 2017) and it is likely that related discussions in ESWG meetings **to some extent** contributed to fostering a more focused dialogue on learning assessments in Rwanda. The indicator to publish education statistics disaggregated by district-level by 2016 was perceived as being easy to meet (since education data was already disaggregated by districts for the 2013 Annual Statistics Yearbook) and thus did not provide a noticeable contribution to improved sector monitoring. It is too early to see how data from the assessments are used to inform teaching and learning.

Additional factors

74. Additional **positive** factors beyond GPE support include (a) financial support from UNICEF and Mastercard to develop the SDMS and work towards harmonizing the different EMIS, (b) technical support from UNESCO to enhance data collection and incorporate official SDG4 indicators into the new ESSP

⁹⁹ All CSOs operating in Rwanda is required to register with the Rwanda Development Board.

¹⁰⁰ Global Partnership for Education (GPE). "Education Sector Program Implementation Grant Application Form", January 20th, 2015, p. 35.

¹⁰¹ This is the revised indicator that was approved by the GPE Country Grants and Performance Committee (GCPC) in 2015. The original indicator in the ESPIG application was "Gross enrolment rate (GER) for pre-primary increased to 20.2% by October 2017".

¹⁰² This is the revised indicator that was approved by the GCPC in January 2018. The original indicator was to conduct learning assessments at the P2 and P5 levels.

monitoring framework,¹⁰³ (c) the active participation of all international and most domestic (through RENCP) development partners in sector dialogue mechanisms (JRES and ESWG), (d) contribution of DPs to qualitative research (for instance, UNICEF and Plan International's study on Knowledge Attitudes and Practices around Gender and Education),¹⁰⁴ and (e) strong political will and efforts to improve the accountability for public service. This is exemplified through the recent strengthening of the Imihigo system (Box 3.2) and through the Annual Leadership Retreat, where all ministers need to account for achievements in their sector, with failure to achieve targets sometimes leading to measures including dismissal from public service.¹⁰⁵ These reflect the characteristics of a strong state in Rwanda.

75. Additional **negative** factors which limited the basis for *mutual accountability* between key sector stakeholders include (a) the somewhat restricted space for civil society organization in Rwanda decreases independence of CSOs vis-à-vis government actors, limiting possibilities for more inclusive dialogue in the context of a strong state, and (b) long-standing leadership structure of the sector limits ability of sector stakeholders beyond ESWG co-chairs to inform policy-making and ESSP implementation; in this context, bilateral relationships may be more influential for informing policy directions.

Unintended negative/unplanned positive effects of GPE support

76. The evaluation did not encounter evidence of significant unintended effects of GPE's support in Rwanda. One stakeholder noted that GPE "business", in particular issues related to the ESPIG application process, could absorb a disproportionately large share of time during ESWG meetings, which limits time and resources dedicated to other issues of importance to sector plan monitoring and implementation.

Implications for GPE's ToC and Operational Model

Finding 9: As a whole, Rwanda's institutionally embedded system for robust sector dialogue and monitoring ensures a high degree of accountability independently of GPE's support. The noted shortcomings in teacher representation and sector monitoring highlight areas where GPE could provide a more tangible contribution.

77. Available evidence suggests that three out of the four assumptions about sector dialogue and sector monitoring underlying the GPE country-level ToC (Appendix II) fully held in the context of Rwanda during the 2013-2018 review period. The evaluation found that (i) country-level stakeholders have the capabilities to work together to solve education sector issues, (ii) stakeholders have the opportunities (resources, time, conducive environment), and (iii) the motivation (incentives) to do so. Sector dialogue is well structured, largely participatory and based on reliable monitoring data, and country-level

¹⁰³ UNESCO participated in meeting with the EMIS representatives from MINEDUC and DEOs on data cleaning (including for new indicators), and consulted with the National Institute for Statistics in Rwanda on elements of the SDG4 indicators to be added to the Household data survey (EICV5).

¹⁰⁴ Republic of Rwanda. "A Study of Knowledge, Attitudes and Practices Around Gender and Education in Rwanda – Draft Report," October 2017.

¹⁰⁵ Esri Rwanda. "The National Mapping of ECD Programs for Children in Rwanda," January 2018, pp. 13-14.

stakeholders generally cooperate to solve sector issues. The noted shortcomings highlight areas where potential (targeted) GPE support could be useful in terms of (a) support to establish regular learning assessments, and (b) support to strengthen the voice and participation of teachers' unions in existing dialogue structures. Stakeholders noted that GPE support for strengthening civil society (through the CSEF) was provided to an organization that was not a RENCP member during the review period, suggesting that better coordination and information-sharing around CSEF support could strengthen its potential influence on the voice of civil society in Rwanda.

78. The assumption that GPE had sufficient leverage to influence LEG existence and functioning was only partially relevant in Rwanda given that a strong ESWG was already in place, and that GPE influence was not required to ensure its *existence*. However, the assumption about having leverage to influence LEG *functioning* is still applicable in this context. We found that while the ESWG is generally working well, there are some areas for improvement in terms of the quality of dialogue and coordination, and GPE did not seem to have any leverage or noticeable contribution in these areas (e.g., in terms of CSO involvement, teacher union involvement, the extent to which dialogue is influencing decision-making, the strength of DP coordination, etc.).

79. An observation emerging from Rwanda relates to the role played by the GA and the CA in sector dialogue. In Rwanda, these actors have repeatedly been nominated and selected as co-chairs of the ESWG as a result of their long-standing leadership in the sector (more so for the GA) and because they are widely seen by stakeholders to have the capacity and motivation to take on related tasks. The leadership and structure of these working groups is determined by MINECOFIN, and related guidance does not specify rotation. This practice in the ESWG contrasts with those of many other DCPs, where the lead donor/chair of sector working group (also coinciding with being CA) is a temporary position held on a rotating basis among key development partners.

3.4 GPE contributions to sector financing¹⁰⁶

Overview

80. This section addresses the following evaluation questions:

- Have domestic or international education financing changed during the review period, in terms of either quantity or quality? If so, how and why? (CEQ 1.5)
- Has GPE contributed to observed changes in sector financing? If so, how and why? (CEQ 1.6) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed changes in sector financing? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

81. A high-level overview of evaluation findings on sector financing and related GPE contributions is provided in Table 3.9.

¹⁰⁶ This section addresses evaluation questions CEQ 1.5 and 1.6, as well as to (cross-cutting) CEQs 3.1 and 3.2.

Table 3.9 Overview: CLE findings on sector financing and related likelihood of GPE contributions between 2011-2017

PROGRESS MADE TOWARDS MORE/BETTER EDUCATION SECTOR FINANCING					LIKELIHOOD ¹⁰⁷ OF GPE CONTRIBUTIONS TO: ¹⁰⁸			UNDERLYING ASSUMPTIONS APPLIED? ¹⁰⁹	
Total domestic education expenditure	Education share of domestic budget	Met 20% Goal? ¹¹⁰	Total intl. education financing to country	Quality of intl. financing	Share of domestic financing	Amount of intl. financing	Quality of intl. sector financing	GPE influence on domestic finance	Context permits improved domestic or official development assistance (ODA)
Increase	Decrease	Not met (far off)	Stable overall, decrease in % of ODA	Some deterioration	Low	Medium	Low	1	2

Characteristics of sector financing during review period¹¹¹

Finding 10: Domestic education financing has consistently increased in nominal terms and average annual spending per student has been stable during the review period. At the same time, education financing relative to total government expenditures has declined and remains far off the 20 percent target.

82. Overall, domestic public financing for education has increased in nominal terms but declined in relative terms between 2011-2017. Absolute sector expenditures grew by 26 percent from 191 billion

¹⁰⁷ Note that, different from similar tables in previous chapters, the summary focuses on the ‘likelihood’ rather than the ‘degree’ of GPE contributions. This reflects the nature of the respective change processes, which make it difficult to elicit evidence on direct links between GPE support and observed changes.

¹⁰⁸ Assessment is based on (i) existence/absence of positive change in respective area; (ii) stakeholder views on likelihood of GPE support/funding criteria having influenced domestic or international funding decisions; (iii) absence or existence of additional factors that are as/more likely than GPE support to explain noted trends.

¹⁰⁹ For sector financing, the two underlying assumptions in the country level ToC were: (1) GPE has sufficient leverage to influence the amount and quality of domestic education sector financing, and (2) External (contextual) factors permit national and international stakeholders to increase/improve the quality of sector financing.

¹¹⁰ One of GPE’s ESPIG funding requirements is that 20 percent of government expenditure be invested in education, or that government expenditure on education shows an increase toward the 20 percent threshold.

¹¹¹ Data on domestic financing trends is primarily taken from the 2017 ESA, as well as the data provided from MINECOFIN in Rwanda’s 2018 ESPIG application. This data is not adjusted for inflation. Data from JRES reports is also used to illustrate specific trends, for instance related to teacher salaries or disbursement ratio. Overall, international (UIS, GPE RF) and country-level data sources show similar trends with minor differences in terms of absolute numbers.

RWF to 240 billion RWF,¹¹² although the increase from 2006-2011 was much greater.¹¹³ Recent budget projections and interviews with MINEDUC officials suggest that expenditures will continue to grow significantly in the coming years.¹¹⁴ The rate of budget growth has kept up with the rate of student growth, as average spending per student in basic education has remained stable in the review period.¹¹⁵ However, high annual inflation rates¹¹⁶ suggest that domestic education expenditures have declined moderately in real terms.

83. The growth in the education budget (in absolute terms) has been largely driven by increased recurrent costs between 2011-2017,¹¹⁷ while capital expenditures have fluctuated but declined in nominal terms after 2014.¹¹⁸ Teachers' salaries represent the largest share of recurrent cost (48 percent of total recurrent costs in the 2017/18 budget). Public teachers received a cumulative 10 percent salary increase in 2011, although limited available data does not indicate any significant growth in overall salary expenditures after 2014.¹¹⁹

84. The proportion of financing allocated to subsectors has shifted significantly during the review period: relative budget allocations to pre-primary and TVET increased overall (and particularly for the years 2013-2014), in line with stated ESSP objectives to expand access in these sub-sectors. Allocations to secondary education declined slightly (from 31.3 percent to 29.1 percent) between 2011-2017. During the same time, allocations to primary education fluctuated but overall increased from 37.4 percent to 40.1 percent, moving slightly towards GPE's target of countries with primary completion rates below 95 percent spending at least 45 percent of public expenditures on primary education. There has also been a shift towards increased allocations to district-level governments: their share of total sector financing increased from 46 percent in 2011 to 53 percent in 2017.¹²⁰

85. At the same time, Rwanda has been on a consistent negative trajectory in terms of the share of total public expenditures allocated to the education sector.¹²¹ In 2017, education received 12.9 percent

¹¹² Based on 2017 ESA data and including all public education expenditures: to MINEDUC and its education agencies (REB, HEC, WDA and Rwanda Polytechnique), and to district-level administrations. In its 2018 ESPIG application, the GoR also presented additional education expenditures for the years 2014-2017, such as expenditures through the Genocide Survivors Assistance Funds (FARG) or through health or nutrition programs. These additional expenditures would increase the education expenditures for 2017 with 14%, from 240 billion RWF to 272 billion RWF.

¹¹³ Between 2007-2011, sector financing increased 169 percent from 70.8 billion RWF to 191 billion RWF. MINEDUC, November 2017, p. 36.

¹¹⁴ Reaching 372 billion RWF in 2020. DfID, June 2018.

¹¹⁵ The 2017 ESA estimates average annual expenditures at approximately RWF 41,000 per student (est. US\$46) in pre-primary and RWF 29,000 (est. US\$33) per student in primary, while average expenditures at the secondary level has fluctuated between RWF 124,000 and RWF 180,000 per student. MINEDUC, November 2017, p. 78.

¹¹⁶ From 2011-2017, annual inflation in Rwanda fluctuated between 4 and 15 percent. Ibid.

¹¹⁷ Recurrent costs increased nominally from 151 billion RWF to 207 billion between 2011-2017, or from 79 percent to 86 percent of total education expenditures. Ibid., p. 73

¹¹⁸ Called "development expenditures" in the Rwandan education budget.

¹¹⁹ Data only available for the years 2014-2016 (from JRES reports).

¹²⁰ Based on 2017 ESA data.

¹²¹ Although available data are slightly contradictory regarding specific figures, all sources (2017 ESA, 2018 ESPIG application, UNESCO UIS and GPE's RF) show that the education sector has consistently received a smaller share of overall government expenditures.

of total government expenditures, compared to 15.3 percent in 2011 and 17.8 percent in 2007.¹²² Despite this trend, budget figures and interview data suggest that **education remains a key domestic priority**. Relative allocations to other sectors have also declined in the period under review and the education sector remains by far the largest sector in terms of funding envelope (see Table 3.10). While allocations as a percentage of GDP have declined, nominal sector allocations to education and agriculture increased, while decreasing for health and energy.¹²³

Table 3.10 Sector budget allocations as a percentage of GDP¹²⁴

SECTOR	2014	2015	2016	2017
Education	4.6%	4.4%	4.1%	4.0%
Health	3.7%	3.4%	2.8%	2.6%
Agriculture	3.1%	3.6%	2.9%	2.7%
Energy	3.0%	2.2%	1.5%	1.3%

Finding 11: International education financing to Rwanda has fluctuated, overall remaining stable in nominal terms but recently declining in proportion to overall ODA. There has been a shift away from multilateral and towards increased bilateral and (more recently) private development partners.

86. The nominal annual amount of education ODA to Rwanda fluctuated but declined overall from US\$99 million to US\$69 million from 2011-2016 before increasing¹²⁵ to US\$112 million in 2017 (Figure 3.1).¹²⁶ Similarly, the proportion of education support to overall ODA has fluctuated but overall declined from 2010-2016 before growing to 9.1 percent in 2017 (Figure 3.1).

87. The composition of development partners' aid has shifted from multilateral towards increased bilateral support. From 2008-2011, multilateral partners (the World Bank and the African Development Bank) contributed 34.3 percent of all education ODA, decreasing to 9.1 percent from 2012-2016 before growing to 41.7 percent in 2017.¹²⁷ Several bilateral donors have decreased funding (Spain) or stopped funding altogether (the Netherlands), while other donors such as the US and the UK have significantly increased their support, with the two becoming by far the largest individual providers of education

¹²² Based on 2017 ESA data.

¹²³ Nominal education budgets increased with 22.3 percent, while for agriculture it increased with 19.9 percent, health declined with 1.5 percent and energy declined with 39.4 percent. MINEDUC data.

¹²⁴ DfID June 2018 (excel sheet).

¹²⁵ The growth is due to the International Development Association (IDA) increasing its support from US\$1.4 million to US\$41.8 million from 2016 to 2017. UNESCO UIS data.

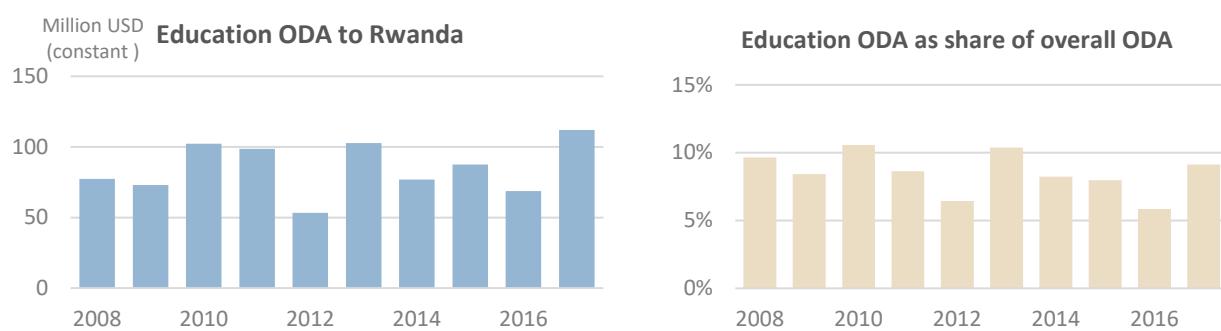
¹²⁶ Gross disbursed ODA in constant US\$ (adjusted for inflation), OECD CRS data. These figures do not include support provided through GPE's ESPIGs.

¹²⁷ UNESCO UIS data.

ODA.¹²⁸ Importantly, the Mastercard Foundation will invest US\$50 million from 2018-2023 to support the delivery of high-quality education in secondary schools.¹²⁹

88. The share of education ODA going to basic education increased year-on-year from 13 percent to 49 percent between 2011-2016, before declining to 32 percent for 2017. Education ODA earmarked for secondary and post-secondary education has also increased during the period under review.¹³⁰ Most development partners in basic education in Rwanda support interventions to strengthen the quality of teaching and learning in Primary 1-3, most notably through the USAID-funded L3 and Soma Umenye programs¹³¹ or the DfID-funded Building Learning Foundation (BLF).¹³²

Figure 3.1 Education ODA to Rwanda, 2008-2017



Source: OECD CRS

¹²⁸ From 2011-2017, the UK and the US provided 46.5 percent of all education ODA to Rwanda (i.e. US\$279 million out of US\$600 million). Ibid.

¹²⁹ The “Leaders in Teaching” program is implemented in cooperation with GIZ and 9 other national partners. Another US\$50 million will be invested in the “Hanga Ahazaza” program to support employment and enterprise opportunities for young Rwandans in the tourism and hospitality industry. Mastercard Foundation. “Mastercard Foundation Announces Ambitious Commitment to Address Youth Unemployment in Africa,” Kigali, March 22, 2018.

¹³⁰ Between 2011-2017, basic education received 26.4 percent of all education ODA, while secondary education received 22.2 percent and post-secondary (and TVET) 15.9 percent.

¹³¹ L3 (literacy, language and learning) initiative started in 2011 as a 5-year initiative to improve Rwandan students' reading and mathematics skills. The initiative works with REB and MINEDUC to develop learning material in Kinyarwanda and English and provide teacher capacity building. The objective is to implement an early literacy and mathematics program with Kinyarwanda as the medium of instruction for the first three years of primary school, before switching to English in grade 4. Soma Umenye is the follow-up project, also focusing on improving local language reading skills of children in the first three years of primary school.

¹³² The BLF received US\$32 million in funding from 2017-2021 to provide technical assistance in the areas of systems strengthening, school leadership, and teacher development for foundational skills in English and Mathematics, in primary grades 1 to 3.

Finding 12: Rwanda's domestic education financing is well managed with high disbursement rates for allocated funding, but the quality of international financing has changed as donors are less aligned with country systems and have not moved towards any significant harmonization of education ODA.

89. Domestic education financing is generally considered to be of high quality (predictable, timely disbursements), and all consulted development partners perceived that Rwanda manages education financing well. The country has a robust institutional framework for financial management¹³³ and the disbursement rate for total domestic education budgets ranged between 95 and 99 percent for 2012-2017.¹³⁴ Several development partners further highlighted the GoR's reputation for accountability and for sound utilization of financial aid as key reasons for increasing or maintaining volumes of education ODA to the country. Rwanda has also reduced its dependency on financial aid for the education sector with the percentage of its capital budget financed by ODA declining from 36 percent to 16 percent between 2015-2017.¹³⁵

90. Overall, the quality of international sector financing to Rwanda has changed some during the review period. While all interventions financed by international development partners are aligned with the ESSP, there is a decreasing alignment with other country systems (i.e., national budgets, public procurement or accounting systems)¹³⁶ as development partners are moving away from direct budget support towards project- funding or mixed modalities.¹³⁷ Currently, no development partners provide direct budget support (non-earmarked) for the education sector. Furthermore, there has to date been little focus on harmonizing education ODA across the sector, although some efforts have made in different sub-sectors. For instance, JICA, BLF and VVOB co-funded workshops related to continuous professional development (CPD) for teachers, and GIZ and KOICA both provided financial support to TVET through a pooled fund.¹³⁸

Box 3.3 "Rwanda was seen as having an enabling environment for development partners... it is easy to do business here, the government is committed to improving the education system, there is a [strong sense] of accountability". Bilateral development partner.

¹³³ This is also highlighted by a robust framework against corruption. In 2017, Rwanda ranked 55th globally and 4th among African countries in Transparency International's Corruption Index, only behind Botswana, the Seychelles and Cape Verde. Transparency International. "Corruption Perceptions Index 2017," February 21, 2018.

¹³⁴ Based on data from the 2017 ESA and JRES reports.

¹³⁵ MINEDUC, November 2017.

¹³⁶ As the 2015-2018 ESPIG was given as direct budget support, it was aligned with all 7 dimensions of country systems (GPE RF data 2017, indicators 2017). However, the US\$30.8 million ESPIG that the country applied for in November 2018 was intended to be financed through earmarked support.

¹³⁷ DfID provides support through a mixed modality program, i.e., combining financial aid targeted to particular budget lines and technical assistance.

¹³⁸ GIZ no longer provides financial support through pooled funding but contributes in-kind (i.e., technical assistance) support through this fund.

GPE contributions to sector financing

Finding 13: GPE financial support has significantly contributed to the amount of available education financing in Rwanda, but GPE's advocacy and funding requirements have had no observable influence on the volume of domestic resources dedicated to education (overall and to subsectors).

91. GPE has provided a series of financial and non-financial mechanisms to contribute to the volume and quality of education sector financing. Table 3.11 provides an overview of these mechanisms, grouped by whether they have made a significant, moderately significant or insignificant contribution to sector financing in Rwanda. This grouping is indicative and does not constitute a formal score.

Table 3.11 GPE provided significant financial resources, but did not leverage any additional financing

SIGNIFICANT CONTRIBUTION TO DOMESTIC FINANCING	SIGNIFICANT CONTRIBUTION TO INTERNATIONAL FINANCING
<ul style="list-style-type: none"> • n/a 	<ul style="list-style-type: none"> • ESPIG funding support financed 3.2 percent¹³⁹ of total ESSP costs between 2015-2017,¹⁴⁰ representing 10.5 percent of all education ODA and 16 percent of basic education ODA in this period.¹⁴¹ However, GPE support has declined substantially in nominal and relative terms over time: from 2012-2014, ESPIG financing represented 7.2 percent of all ESSP costs and 18.5 percent of all education ODA.
MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
<ul style="list-style-type: none"> • GPE advocacy (global-level): At the February 2018 Dakar Conference for GPE's 2018-2020 replenishment campaign, Rwanda pledged to moderately increase its relative education financing to 14.7 percent¹⁴² of total public 	<ul style="list-style-type: none"> • ESPIG modality: all four GPE implementation grants¹⁴³ to date were given as non-earmarked direct budget support, fully aligned with national systems.¹⁴⁴

¹³⁹ i.e. 21.6 billion RWF out of 684 billion RWF.

¹⁴⁰ Calculations made based on ESA 2017 data on reported GPE contributions and allocated funding for ESSP implementation.

¹⁴¹ ESA 2017, p. 75. Data on ESPIG contributions relative to overall ODA to basic education ODA is calculated based on UNESCO UIS data.

¹⁴² Including debt service; or 19.7 percent excluding debt service. Ministry of Education (MINEDUC). "GPE Replenishment Pledge for the Republic of Rwanda for 2017-2020," Republic of Rwanda, March 2018.

¹⁴³ 2007-2010 (US\$70 million), 2009-2010 (US\$35 million), 2011-2014 (US\$70 million), 2015-2018 (US\$25.2 million).

¹⁴⁴ GPE's system alignment criteria including the 10 elements of alignment captured by RF indicator 29. The 2015-2018 ESPIG were scored as "aligned" with all 10 elements (GPE RF 2017 data).

MODERATE CONTRIBUTION TO DOMESTIC FINANCING	MODERATE CONTRIBUTION TO INTERNATIONAL FINANCING
expenditures by 2020. ¹⁴⁵ However, there is to date few indications as to what extent this pledge has influenced actual allocations.	
LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO DOMESTIC FINANCING	LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO INTERNATIONAL FINANCING
<ul style="list-style-type: none"> ESPIG funding requirements: GPE requires countries to meet or move towards meeting the 20 percent target and to commit to funding their ESP. Despite this requirement, domestic financing has consistently declined in recent years. GPE secretariat advocacy has had no measurable influence on the quantity of domestic education financing.¹⁴⁶ GPE support for sector planning: Rwanda would have developed an ESP independent of GPE support, and there are no indications that the 2018-2023 ESSP better enabled MINEDUC officials to advocate with MINECOFIN for increased funding. 	<ul style="list-style-type: none"> GPE advocacy for donor harmonization: There is no evidence that GPE advocated for increased harmonization of education ODA in Rwanda and consulted partners did not perceive GPE to be “catalytic” for higher-quality sector ODA. GPE support for sector planning: no consulted development partners indicated that the added quality the ESPDG provided had influenced funding decisions.
NOT APPLICABLE FOR CONTRIBUTION TO DOMESTIC FINANCING IN RWANDA	NOT APPLICABLE FOR CONTRIBUTION TO INTERNATIONAL FINANCING IN RWANDA
<ul style="list-style-type: none"> CSEF grant supported the Rwanda Education for All Coalition (REFAC) but the organization has not conducted any activities to support domestic financing. 	<ul style="list-style-type: none"> GPE multiplier: GPE’s multiplier mechanism was not in effect in Rwanda during the review period.

92. In spite of significant advocacy efforts, GPE has not been able to leverage additional domestic financing, and Rwanda’s application for the 2018-2022 ESPIG did not receive the Secretariat recommendation for Board approval for this reason (see Box 3.4). Sector allocations are ultimately set MINECOFIN, which has to date not yet increased relative education budgets to meet GPE’s requirements. There are several explanations for the negative trajectory of domestic financing: (a) the national budget includes substantial earmarked international financing that are not part of the flexible resources that can be allocated to other sectors (for 2015-2017, these earmarked funds made up 14 percent of total expenditures).¹⁴⁷ Consequently, the total volume of the government budget are “artificially” inflated; (b)

¹⁴⁵ However, domestic financing for 2017 and 2018 is lower than the pledges made at the conference. In 2017, the education sector received 12.9 percent of total public expenditures (against 14.5 percent in Dakar pledge) and in 2018 preliminary MINEDUC data indicates that education received 12.5 percent (against 14.5 percent pledged).

¹⁴⁶ The Secretariat consistently advocated for increasing the volumes of domestic sector financing in its interactions with the GoR, as indicated consulted stakeholders and by BTOR reports and the Quality Assurance Review (QAR 1) of the country’s 2018 ESPIG application.

¹⁴⁷ The majority of these funds are financing from the Global Fund earmarked for HIV, Malaria and TB control, and financing from the UN and the African Union for Rwandan participation in peacekeeping operations. “Education Sector Budget vs Total National Budget” (Excel), (no author, n.d.).

sector financing has increased in nominal terms and remain stable in per capita (student) spending, but high GDP growth rates¹⁴⁸ and strong demands from other sectors (related to ambitious national development policies) makes it challenging to substantially shift the budget proportion allocated to education; and (c) meeting GPE's requirement would require Rwanda to generate substantial volumes of additional annual resources, which would not be sufficiently compensated for by receiving relatively modest financing (US\$8 million annually) from ESPIGs.

93. In terms of international financing, GPE has provided substantial volumes of direct funding to Rwanda but has not been able to influence the quality of education ODA. This is partially due to additional factors listed below that affect donor alignment and harmonization. Some initiatives have been adopted by the government to improve alignment and harmonization (in particular, REB requests all DPs to provide their action plans and budget, although stakeholders indicate that REB has limited capacities to effectively use this data for coordination), but there also appears to have been little concerted efforts from the Secretariat, the Coordinating Agency or the Grant Agent to advocate for increased harmonization/alignment among ESWG members in Rwanda.¹⁵⁰

Additional factors beyond GPE support

94. Additional **positive** factors contributing to *domestic* financing beyond GPE support include (a) strong economic growth has generated additional nominal resources to the education sector despite the noted restrictions in domestic financing climate, (b) many development partners and MINEDUC officials mentioned that Rwanda's strong institutional framework and sound financial management practices ensure a high quality (i.e., high degree of accountability, timely and predictable disbursements) of existing domestic financing. In terms of *international financing*, (c) increased financial support from other traditional donors (such as USAID and IBRD/IDA) and non-traditional donors, such as the Mastercard Foundation, and finally (d) the strong reputation of Rwanda in the international donor community.

95. Additional **negative** factors which limited the volume and quality of **domestic** financing include the already noted point of view of MINECOFIN in terms of increased domestic financing. In terms of international financing, consulted development partners highlighted that bilateral donors want to showcase specific results of their own support, which makes them more inclined to use project-modality instead of pooled funding or direct budget support. In Rwanda, donors have reduced the funding that they provide through the government accounts (budget and finance systems) although they generally work through government delivery systems for implementation (e.g., MINEDUC, REB, DEOs, SEOs).

Box 3.4. Domestic education financing and the 2018 ESPIG application

In January 2019, the Secretariat recommended that Rwanda's 2018 application for a US\$30.8 million ESPIG (covering the years 2019-2023) should not be submitted to the GPE Grants and Performance Committee (GPC)¹⁴⁹ due to the consistent downwards trend in relative education sector financing in Rwanda. As of February 2019, the GoR is reportedly considering resubmitting the ESPIG application for Secretariat review with additional sector funding for teacher salaries.

¹⁴⁸ Rwanda's GDP grew with an average annual rate of 7.45 percent from 2007-2017. World Bank Data. "GDP (current US\$) – Rwanda", 2019.

¹⁴⁹ The GPC committee reviews grant applications prior to formal approval (or rejection) by the Board. While the Secretariat can withhold their recommendation, the decision to submit the application ultimately lies with DCP governments regardless of the Secretariat recommending it or not.

¹⁵⁰ Evaluator assessment based on stakeholder consultations and a review of available documentation.

Harmonization among donors has been a challenge and has prevented increased donor alignment with government systems.

Unintended negative/unplanned positive effects of GPE support

96. The evaluation did not register evidence of significant negative/unintended effects of GPE's support in terms of sector financing. In particular, there is no evidence that GPE support displaced either domestic or international financing. International financing overall remained stable (but support to basic education increased substantially) throughout the review period, and GoR has made progress in gradually becoming less dependent on aid for education, substantially decreasing the share of domestic capital budgets financed by ODA.

Implications for GPE's ToC and country-level operational model

Finding 14: **In Rwanda, GPE's advocacy model for increased domestic financing does not fully take into account the dynamic between country-level actors. Government and development partners want increased investment in education but question the relevance of the 20 percent benchmark, indicating that an advocacy approach more tailored to the national context might be more effective.**

97. Available evidence suggests that only one of the two assumptions about sector financing underlying the GPE country-level ToC (Appendix II) held in the context of Rwanda during the 2012-2018 review period. The first assumption (1) that GPE has sufficient leverage to influence the amount and quality of *domestic* education sector financing was found to **not hold true**, as GPE had no observable leverage and little effect in supporting MINEDUC's advocacy for increased domestic allocations, given current MINECOFIN perspective. Three important areas of consideration for GPE emerge from this. Firstly, using the 20 percent target as the only benchmark for measuring domestic commitment to education **does not take other factors into consideration**, such as progress made in the education sector or the efficiency of utilizing existing domestic or international sector financing.¹⁵¹ Secondly, MINEDUC officials noted that the current GPE model of advocacy does not fully account for the dynamic between **different country-level actors**. The Education Investment Case, using Rwanda as an example, highlighted that strengthening MINEDUC's ability to advocate vis-à-vis MINECOFIN could be a potential way for GPE to leverage additional domestic financing.¹⁵² Thirdly, interviewed stakeholders also noted that the current argument (20 percent benchmark) is not perceived by country actors to be based on hard evidence and thus less likely to lead to any profound change in attitudes. An approach more suited to Rwanda could be to compare domestic spending on **specific education budget lines** with other regional countries (in particular countries with a higher score in human development).

98. The second assumption (2) that external (contextual) factors permit national and international stakeholders to increase/improve the quantity and quality of sector financing was found to be partially true, as Rwanda's strong reputation among donors was a key factor leading to sustained or increased volumes of education ODA. GPE does not appear to have robust mechanisms, or a particular focus, on influencing the quality of education ODA in terms of improved alignment with government systems and increased harmonization among donors.

¹⁵¹ MINEDUC, March 2018.

¹⁵² Global Partnership for Education (GPE). "Fund education, Shape the Future. Case for Investment". May 2015.

3.5 GPE contributions to sector plan implementation¹⁵³

Overview

99. This section addresses the following evaluation questions:

- What have been the strengths and weaknesses of sector plan implementation during the review period? Why? (CEQ 1.3)
- Has GPE contributed to observed characteristics of sector plan implementation? If so, how and why? (CEQ 1.4) Has GPE support had any unintended effects, positive or negative? (CEQ 3.2)
- What other factors contributed to observed characteristics of plan implementation? (CEQ 3.1)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

100. Table 3.12 provides an overview of evaluation findings on sector plan implementation and on related GPE contributions during the review period. These observations are elaborated on through the findings and supporting evidence presented below.

Table 3.12 Overview: CLE findings on sector plan implementation and related GPE contributions

PROGRESS MADE TOWARDS SECTOR PLAN IMPLEMENTATION	DEGREE OF GPE CONTRIBUTION	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁵⁴					
Strong - Available evidence suggests that activities were fully or partially implemented for 7 out of 10 strategic areas.	Strong – the 2015-2018 ESPIG (given as direct budget support) financed 3.2 percentage of overall ESSP costs, while the variable tranche provided some incentive to implement learning assessment interventions.	1	2	3	4	5	6

¹⁵³ This section addresses evaluation questions 1.3 and 1.4, as well as (cross-cutting) CEQs 3.1 and 3.2.

¹⁵⁴ For sector plan implementation, the six underlying assumptions in the country level ToC were: (1) Relevant government actors having the *motivation* to implement the sector plan, (2) government actors gave the *opportunity* (resources, time, conducive environment) to implement the plan, (3) government actors have the technical *capabilities* to do so, (4) country level stakeholders have the motivation and opportunity to align their own activities with the priorities of the ESP, (5) country level stakeholders take part in regular, evidence-based joint sector reviews and apply resulting recommendations to enhance ESP implementation, and (6) the sector plan includes provisions for strengthening EMIS and LARS to produce timely, relevant and reliable data.

Strengths and weaknesses of sector plan implementation

Finding 15: Overall, the 2013-2018 ESSP was implemented as intended with most interventions achieved. Some planned interventions were substantially delayed or only partially achieved due to the domestic financing gap, poor alignment between central and district-level priorities, and insufficient capabilities.

101. As noted in Section 3.3, the monitoring arrangements of the 2013-2018 ESSP did not systematically track the achievement of activity- or output-level targets, and no end-of-cycle review was conducted, which limits the evaluation's ability to comprehensively assess which areas of the sector plan were more/less successfully achieved. Evidence emerging from different lines of enquiry (JRES reports, annual statistics yearbooks, 2014 appraisal, 2015 MTR and stakeholder consultations) suggests that most interventions were implemented for seven out of 10 ESSP outcome areas, although available data indicate that the achievement of some interventions fell short of planned targets.¹⁵⁵ In the three remaining outcome areas (higher education, adult basic education and system strengthening) evidence on implementation was either not available or indicated that planned activities had not been implemented.¹⁵⁶

102. In terms of achievement of results, available data on 34 outcome-level indicators (out of a total of 81) in the ESSP results framework show mixed progress (a complete overview is provided in Appendix VII). However, this is partially due to the ambition of the proposed targets, as most tracked indicators (26/34) show overall improvement in the review period despite many being far off the ESSP targets. Table 3.13 provides an overview of key planned ESSP interventions that were achieved, partially achieved and not achieved/ in the review period, in addition to key achievements during the policy cycle that were aligned with ESSP objectives (although it is not possible to comprehensively track progress of activities against planned output-level objectives) but not explicitly included in the ESSP (possibly added as a result of sub-sector planning). Some of the listed activities were implemented in cooperation with international or domestic development partners (i.e., curriculum development with DFID support for textbooks or training to support the capacity development of teachers), but there is no systematic tracking of such contributions.

Table 3.13 Review period achievements against ESSP 2013-2018 activity-level targets¹⁵⁷

EQUITABLE ACCESS (Strategic Goal 1)	QUALITY (Strategic Goal 2)	RELEVANCE (Strategic Goal 3) and SYSTEM STRENGTHENING
PLANNED ESSP ACTIVITIES WHICH WERE LARGELY ACHIEVED, 2013-2017		
<ul style="list-style-type: none"> Policy development: Development and approval of the <i>Special Needs Policy</i> (2015); 	<ul style="list-style-type: none"> Policy development: <i>Curriculum and Assessment Policy</i> and <i>Language of Learning</i> (draft by 	<ul style="list-style-type: none"> Science and ICT equipment: 30,000 laptops provided to schools from 2015-2016 (no

¹⁵⁵ For instance, 4,477 out of 11,592 planned primary and secondary classrooms were constructed between 2013-2016.

¹⁵⁶ Available evidence suggests that few or interventions were implemented in the review period in the following outcome areas: increased access to higher education (SO 6), increased access to adult basic education (SO 9), and improved administrative and management support services (SO 10).

¹⁵⁷ Sources are JRES reports, Annual Statistics Yearbook, the MTR, and the 2017 ESA.

EQUITABLE ACCESS (Strategic Goal 1)	QUALITY (Strategic Goal 2)	RELEVANCE (Strategic Goal 3) and SYSTEM STRENGTHENING
<p><i>Health and Nutrition Policy</i> (2013).</p> <ul style="list-style-type: none"> Construction: From 2013-2016, 1107 pre-primary classrooms constructed/400 renovated; 4,477 (out of 11,592 planned) primary/secondary classrooms constructed; 34 TVET schools renovated. Curriculum: A National Curriculum for Children with Intellectual Disabilities developed (2016). Institutional: the UoR School of Special Needs established (2015), introduced new Master's program and teacher training modules in SNE. 	<p>2015, not yet approved); TVET policy (2015).</p> <ul style="list-style-type: none"> Curriculum: Competency-based curriculum (CBC) for pre-primary and basic education developed (2016); new teacher training modules introduced by UoR. Teacher incentives: New performance bonus and salary regulations introduced (2017); improved availability of housing loans for teachers (44,181 teachers benefited from loans in 2014). School-based mentoring program was introduced nationwide in 2013 (providing one mentor per sector) and was subsequently expanded to provide one mentor per school. Capacity development: 8,030 basic education teachers (9,223 planned) trained in special needs education (SNE), all basic education teachers received training in the new curriculum (CBC); 1,868 TVET trainers (4,138 planned) received training in pedagogic skills and ICT. 	<p>targets listed); 26 science labs constructed in secondary school by 2015 (48 planned).</p> <ul style="list-style-type: none"> Institutional: 7 higher education institutions became the UoR in 2013. Implementation/monitoring: TVET Implementation plan validated (2014) and a TVET Management Information System implemented by 2015. Regulations: Rwanda National Qualifications Framework (RNQF) developed for the education sector (2016); Rwanda Technical Qualification Framework (RTQF) developed for TVET (2016). Curriculum: more than 100 competency-based TVET curricula developed and aligned with new RTQF. Capacity development: 7,300 (1640 planned) members of Parent Teacher Associations or school assemblies trained in management skills; 2,027 school officials (13,992 planned) trained in management.

PLANNED ESSP ACTIVITIES WHICH WERE PARTIALLY OR NOT ACHIEVED, 2013-2017

	<ul style="list-style-type: none"> Textbooks and learning materials: From 2013-2016, the ESSP planned to purchase and distribute 14.7 million textbooks at the primary level (5.4 million achieved) and 12.5 million at the secondary level (347K achieved). The ESSP planned to provide learning material provided 4,790 SNE students (no data available on achievement). Adult basic education: Develop learning achievement standards; conduct regular learning assessment (no data available on achievement). 	<ul style="list-style-type: none"> Learning assessments of Rwandan Schools (LARS): Establish a nationwide system and conduct biennial learning assessments (at P2/P3, and S3 level, respectively). National assessments were done in 2014 (at the P2 and P5 level) and again in 2017 (at the P3, P6 and S3 levels), and government stakeholders indicated that annual assessments would be conducted starting in 2019. Sector monitoring: Harmonize all information systems by 2015 (in process as of 2018: a business plan has been
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EQUITABLE ACCESS (Strategic Goal 1)	QUALITY (Strategic Goal 2)	RELEVANCE (Strategic Goal 3) and SYSTEM STRENGTHENING
	<ul style="list-style-type: none"> • Capacity development (English): Provide training to 21,324 unqualified teachers by 2017 (no data available on achievement). 	<p>developed). Implement new EMIS system by 2014 (in process as of 2018: staff trained and infrastructure provided at decentralized levels).</p> <ul style="list-style-type: none"> • Governance: Staff retention plan in higher education implemented; CPD for teachers implemented; human resource management processes, procedures and systems expanded; comprehensive Teacher Development and Management information system established (no data available on achievement of these activities). Higher education: Research capacity strengthened; implement new student loan scheme; develop STI policies (no data available on achievement).

ACTIVITIES UNDERTAKEN IN THE REVIEW PERIOD WHICH WERE NOT IN THE ESSP

- | | |
|---|--|
| <ul style="list-style-type: none"> • National community-owned school feeding program was established in all 9YBE and 12YBE in 2013. By 2016, all secondary and TVET students received a school feeding subsidy. | <ul style="list-style-type: none"> • Rwanda Polytechnique was established in 2016 to prepare curricula and offer TVET courses leading to certificates or diplomas; and the Rwanda TVET Trainer Institute (RTTI) was established in 2018 to offer professional and pedagogical training for TVET trainers. |
|---|--|

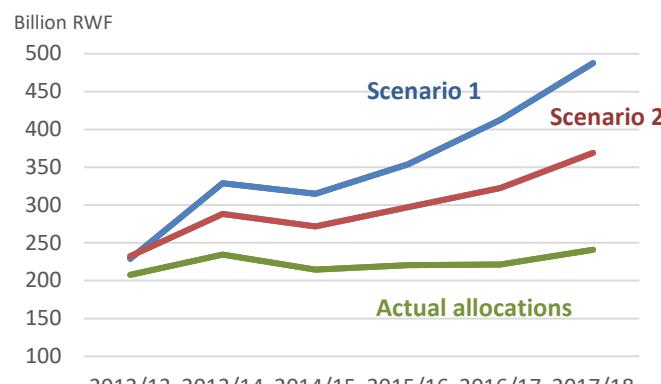
103. Some high-level initiatives faced implementation hurdles. In particular, the development and implementation of the **competency-based curriculum** were substantially delayed. Due to private publishers' resistance to produce textbooks that were required in smaller quantities, a decision was made to move the textbook publishing process in-house (in REB) instead of procuring books from private suppliers. This shift required lengthy negotiations to purchase copyrights for related textbook content and establishing the in-house publishing capacity. In addition, the cascade training-of-trainer approach to train teachers in the CBC did not unfold as planned; master trainers were trained at the national level but the subsequent training at the district, sector and school levels did not occur as planned, due to lack of resources. As of 2018, implementation of the CBC was underway: most primary and secondary teachers had been trained in the new curricula and 4.8 million new textbooks were purchased. However, interviews suggest that there may still be schools where either teachers have not been trained or do not have the necessary materials (including textbooks) for some subject areas.

104. The key factor limiting ESSP implementation was the level of domestic resources available vis-à-vis what was predicted. The ESSP provided for two different funding scenarios for available domestic and international education financing: one “optimistic” and one “realistic”, both of which involved a planned funding gap in relation to estimated implementation costs.¹⁵⁸ Actual allocated education financing from 2012-2017 was 39.6 percent lower (1,274 billion RWF against 1,780 billion RWF) than what was estimated in the lower-cost “realistic” scenario (see Figure 3.2).¹⁵⁹ Several consulted MINEDUC officials and development partners linked this to the dynamic political environment and the overarching national transformation strategy,¹⁶⁰ which incentivize sectors to establish ambitious targets. A noted improvement in the 2018-2023 ESSP is that planned costing and predicted financing levels are more realistic than in the previous ESSP (see Section 3.2).

105. Other factors that limited ESSP implementation were:

- **Quality of ESSP (achievability, prioritization):** The achievability of the 2013-2018 ESSP was limited by ambitious targets. The issue of revising stated ESSP priorities was brought up in several conversations between MINEDUC officials and GPE Secretariat staff,¹⁶¹ although there are no indications that ESSP targets were revised to meet available resources.
- **Implementation capacities and management capacities.** The absence of a detailed, costed implementation plan and insufficient skills and personnel (in particular at the decentralized level) was noted as key shortcomings in the 2014 appraisal.¹⁶²
- **Decentralized priorities not fully linked with ESSP:** As noted in Finding 2, poor alignment between district-level plans and ESSP priorities limited the achievement of stated targets. The example of the CBC roll-out illustrates the challenge of designing a national approach, e.g., cascade training of master trainers to support teacher training, that depends on resources being allocated a local level.

Figure 3.2 Planned and actual ESSP financing



Source: ESSP, 2017 ESA

¹⁵⁸ The optimistic scenario represented a 12.7 percent gap between available financing and expected implementation costs from 2013-2017, while the realistic scenario represented a 5.7 percent funding gap. The sector plan described several strategies for bridging this gap, such as: increase financing from existing or new development partners, encourage more private investments into the education sector, increase internal revenue generation in TVET and higher education, or improve the rate of loan recovery for domestic student loans. MINEDUC, October 2013, pp. 96-97

¹⁵⁹ Based on JRES data.

¹⁶⁰ Embassy of the Republic of Rwanda. “Rwanda in the Next Seven Years (2017-2024)”, January 3, 2018.

¹⁶¹ For instance, the issue of revising the (ambitious) ESSP targets due to resource constraints was brought up in 2016 meetings between government officials and representatives of the Secretariat (Dhar, Subrata S. “Back-to-Office Report: Mission to Kigali, Rwanda,” Global Partnership for Education, February 2016).

¹⁶² Rwanda Education Sector Strategic Plan 2013/14-2017/18 Appraisal: Final Version,” (no author), December 2014, p. 33.

GPE contributions to sector plan implementation

Finding 16: GPE's support contributed to filling gaps in school construction and textbook procurement, and the variable tranche provided an incentive to implement planned learning assessments.

106. GPE uses a series of financial and non-financial mechanisms to support sector plan implementation. Table 3.14 gives an overview of these mechanisms, organized by whether they are likely to have made a significant, moderately significant or insignificant contribution to plan implementation in Rwanda. This classification does not constitute a formal score.

Table 3.14 GPE contributed to plan implementation through financial support and incentives

SIGNIFICANT CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> ESPIG share of ESSP financing: The 2015-2018 US\$25.2 million ESPIG financed 3.2 percent¹⁶³ of total ESSP costs between 2015-2017,¹⁶⁴ representing 10.5 percent of all education ODA and 16 percent of basic education ODA in this period.¹⁶⁵ Government stakeholders highlighted the value of this contribution in filling gaps related to classroom construction, teacher recruitment and purchasing textbooks. ESPIG modality: as direct budget support, the 2015-2018 ESPIG was blended with government budget and thus, specific results cannot be traced back to GPE. However, given that DPs tended to provide targeted financial support (for certain activities, subsectors, geographic areas or grade levels) the government could use ESPIG resources to help implement components that would not otherwise be addressed by specific DP projects. In Rwanda, this financing modality is complemented by the technical assistance provided by DPs, in combination with a formal framework for accountability and policy dialogue.¹⁶⁶
MODERATE CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION
<ul style="list-style-type: none"> ESPIG support to sector data: One of the indicators of the 2015 ESPIG variable tranche focused on assessing learning outcomes in literacy and numeracy,¹⁶⁷ with payment of US\$2.52 million tied to assessments being implemented by October 2017 (P2 or P3) and March 2018 (P6, S3). According to stakeholders, this payment provided an incentive for MINEDUC to prioritize implementing learning assessments as planned for in the

¹⁶³ i.e. 21.6 billion RWF out of 684 billion RWF.

¹⁶⁴ Calculations made based on ESA 2017 data on reported GPE contributions and allocated funding for ESSP implementation.

¹⁶⁵ ESA 2017, p. 75. Data on ESPIG contributions relative to overall ODA to basic education ODA is calculated based on UNESCO UIS data.

¹⁶⁶ The 2018 policy brief by DEval (the German Institute for Development Evaluation) observed that “the term ‘budget support’ is [...] misleading as it focuses exclusively on the financial component of this modality, while in practice it consists in the joint and integrated provision of financial and technical assistance in combination with high-level policy dialogue and a formalized framework to ensure mutual accountability.” The brief noted that “budget support” (i.e. ESPIG) in combination with policy dialogue, technical assistance and conditionality as an integrated approach is “effective in terms of the promotion of key development objectives.” German Institute for Development Evaluation (DEval). “How effective is budget support as an aid modality?” February 2018, p. 3.

¹⁶⁷ i.e. indicator 3 “National sample-based assessment of learning outcomes in literacy and numeracy at P2, P6, and S3, conducted in 2016 and used to inform teaching and learning.”

ESSP.¹⁶⁸ Assessments for the P3, P6 and S6 grades were carried out in 2017 and validated and endorsed by the ESWG in 2018.

- **LEG (ESWG):** individual members of the ESWG make both financial and non-financial contributions to implementation of the ESSP. ESWG co-chairs (in particular) in their roles as DPs have regular dialogue to help “problem solve” relevant implementation hurdles with MINEDUC. As CA/GA, they also have regular dialogue on GPE (ESPIG) related issues, for instance related to delays in the learning assessments that were to trigger the variable tranche payment. The ESWG contributes to JRES process as one (potential) mechanism to track implementation (despite limitations identified in Section 3.3); but stakeholder perspectives suggest that the role of the ESWG in coordinating, monitoring and informing plan implementation could be strengthened.
- **PDG (Program Development Grant):** Provided US\$139K to support the development of the ESPIG application by paying for workshops, travel expenses and the fees of consultants supporting the grant agent. Stakeholders considered that the PDG was overall appreciated in supporting ESPIG development.¹⁶⁹
- **Secretariat visits:** GPE BTORs suggest that country lead (CL) visits to Rwanda during the review period focused on monitoring ESPIG implementation (especially the variable tranche) and domestic financing trends, thus indirectly contributing to ESSP implementation.

LIMITED CONTRIBUTION OR LACK OF EVIDENCE ON CONTRIBUTION TO SECTOR PLAN IMPLEMENTATION

- **ESPIG support to strengthening plan implementation capacities:** other than through its indirect (i.e., variable tranche pushing the government to conduct learning assessments) support to sector data and monitoring, the ESPIG did not directly strengthen MINEDUC plan implementation capacities.
- **Funding requirement:** GPE’s requirement that sector plans be endorsed by the LEG did not significantly enhance alignment between donor support and the plan, largely due to the GoR’s commitment to ensure that all donors align their priorities to the plan regardless of GPE requirements.
- **CSEF/GRA funds:** there is no evidence that CSEF or GRA-funded activities contributed to plan implementation.
- **CA/GA:** there is no evidence that the existence of a coordinating agency/grant agency contributed to plan implementation, although these DPs supported planning implementation through their roles as co-chairs of the ESWG.

107. GPE’s primary contribution to ESSP implementation was through ESPIG financial support to MINEDUC. Since it was given as direct budget support there are no mechanisms to account for direct results¹⁷⁰ but government officials highlighted its value in filling financing gaps related to classrooms, teachers and textbooks, areas that often receive less support from international development partners.

108. The ESPIG also (indirectly) contributed to sector data collection through one of the variable tranche indicators that incentivized the GoR to conduct learning assessments for 2017, but there is little evidence on how such assessments will be institutionalized in the long-term (government stakeholders indicated that annual assessments conducted by REB are planned to begin in 2019). Stakeholders noted that the two other variable tranche indicators – pre-primary gross enrollment in 22 poorest districts and education statistics disaggregated by district level (see Section 3.3) – had little influence on ESSP implementation. For pre-primary enrollment, the lack of influence was in part due to the fact that the government had already demonstrated its commitment by significantly increasing investments at the pre-primary level from 2012 and onwards, while the indicator on disaggregating education data was easy to meet since data was already disaggregated by districts for the 2013 Annual Statistics Yearbook.

¹⁶⁸ The implementation of this intervention was also the topic of several meetings between the Secretariat and MINEDUC, for instance in February 2016, June 2016, November 2016 and November 2017 (BTOR reports).

¹⁶⁹ The Global Partnership for Education, “Application form for Program Development Grant, Rwanda”, May 2017.

¹⁷⁰ Except by calculating a percentage of overall results that are in theory attributable to the ESPIG

109. There is no evidence that GPE influenced other actors' support for the ESSP. There was no indication that GPE support had any positive or negative unintended consequences in Rwanda.

Additional factors beyond GPE support

110. Additional factors beyond GPE support that **positively** supported the implementation of the ESSP were, primarily, contributions from other development partners (see Box 3.5). Major donors such as DfID, USAID, GIZ and Mastercard contributed substantially – with financial support and technical assistance – to implement many activities aligned with the sector plan, in particular related to the quality of teaching and learning. Donors also supported capacity development (UNICEF and DFID on inclusive education, or Mastercard and UNICEF on making curriculum gender sensitive) and on data collection/management (UNICEF, Mastercard and GIZ on EMIS improvements) that were planned for in the ESSP. However, as described in Section 3.3, several consulted donors observed that reporting on ESSP achievements did not fully distinguish between government and donor initiatives (for example in terms of in-service training) which makes it challenging to accurately track specific contributions from donors.

Box 3.5. Major donor-funded initiatives aligned with the 2013-2018 ESSP

USAID: Literacy, Language and Learning Initiative (L3). The L3 and Soma Umenye initiatives assist MINEDUC in implementing a national early literacy and mathematic program, using Kinyarwanda as the medium of instruction for P1-P3, before transition to English in P4. The initiatives provide reading material and teacher capacity building.

DfID: Building Learning Foundation (ends in 2019). Supports (a) teacher development to improve quality of teaching English and Mathematics at lower primary level (P1 to P3), (b) professional development for headteachers, and (c) working with REB and MINEDUC to provide capacity strengthening at national and district level in data collection, financial planning and accountability practices.

JICA: Works with REB to strengthen in-service training capacities and introducing a continuous professional development approach to complement the traditional cascade approach.

GIZ/KOICA: Works with WDA to provide (a) training of TVET trainers and training for employment, and (b) curriculum development and technical assistance for developing and implementing the RTQF.

UNICEF: Works with MINEDUC to support inclusive education (financial and technical support), provides support for school-based mentorship program, pre-service teacher training, improving data management and governance and girls' education - among other areas.

Mastercard: Supports the quality of secondary school education; improving and harmonizing EMIS.

111. For factors that **negatively** affected plan implementation beyond GPE support, see finding 16.

Implications for GPE's ToC and country-level operational model

Finding 17: **The financing modality of GPE's ESPIG in Rwanda highlights the issue of balancing the trade-off between accounting for results and ensuring high degree of aid efficiency and country ownership.**

112. The **modality** of GPE financial support (i.e., budget support through the 2015-2018 ESPIG) in the review period constitutes an important contribution to plan implementation. The ESPIG, unlike other education ODA, was given as direct financial support for overall ESSP implementation. As observed by a study from the German Institute for Development Evaluation, the modality of direct budget support is seen as effective in delivering development objectives when provided as part of an integrated approach

(technical assistance, conditionality, policy dialogue and some form of accountability).¹⁷¹ In combination with technical assistance provided by local and international development partners (see Box 3.5), this helped Rwanda accomplish a **more integrated policy approach** and facilitated the transition from one policy cycle to another.

113. In the application for the 2019-2022 ESPIG, the funding modality has shifted to earmarked sector support, tied to specific ESSP interventions.¹⁷² While this grant modality makes it easier for GPE to account for direct results, the trade-off is that it decreases **aid efficiency** (i.e., greater alignment with country systems) and to some extent also **country ownership** of implemented activities, which are important elements of the GPE ToC.

114. The case of Rwanda highlights the issue of balancing the trade-off between accounting for (and targeting) specific results and aid effectiveness/country ownership. Furthermore, as previously noted, considerations regarding the type of aid modality (i.e., direct budget support, earmarked support, project support) should not consider GPE contributions in isolation but as an integrated approach, in line with the GPE ToC for supporting country education systems. In Rwanda, the evaluation found four out of six ToC assumptions for plan implementation to be true: the assumptions that government actors have the motivation, opportunity and technical capabilities to implement the plan, and the assumption that other stakeholders have the motivation and opportunity to align their activities with plan priorities, or government priorities in general.¹⁷³

115. As a whole, stakeholders that were familiar with GPE's grant processes did not express any notable concerns about the ESPIG application process. Most perceived the use of the variable tranche instrument as positive in that it led to a more focused dialogue on learning assessments and ensured the GoR's commitment for conducting assessments. They also noted the GPE Secretariat's flexible implementation of the variable tranche. At this stage, effects of the results-based financing mechanism relate to better sector dialogue and monitoring of progress with regards to learning assessments.

¹⁷¹ Ibid.

¹⁷² A final program document was not yet available at the time of finalizing this evaluation.

¹⁷³ Assumption five, that stakeholders participate in regular JSRs and apply resulting recommendations to enhance ESP implementation, and assumption six, that the plan makes provisions for strengthening EMIS and LARS, were found to partially hold. This was due to (a) conflicting evidence on the extent to which recommendations of regular JRES inform ESSP implementation, and (b) provisions for strengthening EMIS/LARS was included in the plan but not fully implemented in the review period.

4 Progress towards a stronger education system

Introduction

116. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: “Has sector plan implementation contributed to making the overall education system in Rwanda more effective and efficient?”. Key sub-questions are:

- During the review period, how has the education system changed in relation to (a) improving access and equity, (b) improving education quality and relevance, and (c) improving sector management? (CEQ 4)
- How has sector plan implementation contributed to observed changes at the education system level? (CEQ 5)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

117. Progress towards a stronger education system is measured by drawing on evidence of achievements in the 10 priority areas (Strategic Outcomes) outlined in the 2013-2018 Education Sector Strategic Plan. Nine of these outcomes relate to system-level changes **in access, quality and relevance** (three overarching ESSP goals), while **equity** is a cross-cutting priority, and **system management** is Strategic Outcome 10. The analysis focuses on changes that go beyond specific activities or outputs, and, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools, MINEDUC), as well as changes in relevant rules, norms and frameworks (e.g., standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.¹⁷⁴

118. To be counted as a ‘system-level change’, an intervention needs to be planned, nationwide in scope (at least in the medium-term), and at least partly led by the ministry. Ideally, it should also be sustainable in terms of funding (e.g., government co-funding, cost recovery), or make sensible plans for future sustainability. Actual implementation is not a necessary criterion as policy or program design can in and of itself be a valuable first step, but timely implementation needs to at least be likely, and its likelihood is enhanced if timelines, funding and responsibilities are clearly outlined. Whether system-level changes actually enhanced education outcomes (enrollment, learning) is reviewed in chapter 6. Table 4.1 summarizes related CLE findings, which are further elaborated on below.

¹⁷⁴ Please see definition of ‘education systems’ in the terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 3.3 on education financing), (b) equitable allocation of teachers (RF11, covered here under Access and Equity), (c) improved ratios of pupils to trained teachers at the primary level (RF12, covered below under Quality and Relevance), (d) reduced student dropout and repetition rates (RF13, covered in section 5, (e) the proportion of key education indicators the country reports to UIS (RF14, covered here under Sector Management), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, covered below under Quality and Relevance).

Table 4.1 Overview: CLE findings on contribution of plan implementation to systems change

IMPROVEMENTS MADE DURING REVIEW PERIOD ¹⁷⁵	HAD ISSUE BEEN ADDRESSED IN THE 2013-2018 ESSP? ¹⁷⁶	LIKELIHOOD THAT ESSP IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS ¹⁷⁷	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁷⁸				
Access: Strong. Increase in school construction in pre-primary, secondary and TVET, introduction of school feeding.	Yes, SO 1 (basic education) outputs 5.1 (TVET) and 6.1 (higher education) and 7.1 (pre-primary).	High – more and better quality of infrastructure planned for in ESSP.	1	2	3	4	
Quality: Moderate. (Ongoing) roll-out of new CBC, strengthened teacher recruitment and qualification framework.	Yes, SO 3 (quality and learning in basic education), 4 (teacher quality) and 7 (pre-primary quality)5 (TVET), outputs 6.5 8.4, 9.3. ¹⁷⁹	High – CBC, pre- and in-service training activities planned for in ESSP.					
Equity: Moderate. Improvements in policy and curricula development for special needs education, little progress noted for gender or socio-economic equity.	Yes, SO 2 (special needs students, cross-cutting strategies in section 3.4.2 (but few specific activities related to gender and geographic disparities)).	Moderate – interventions for special needs students and school feeding in line with ESSP, few data on government-led interventions for gender /geographic disparities.					

¹⁷⁵ Meaning, for example, new or expanded mechanisms or frameworks having been put in place. Rating options and related color coding: Green = strong/comprehensive. Amber = modest/fragmented; Limited/in isolated areas only – red; Insufficient data – gray.

¹⁷⁶ Green = yes, comprehensively. Amber = yes, albeit partly/with gaps. Red = no or insufficiently. Gray = unclear. Of note, the fact that an issue was addressed in an ESP does guarantee that positive changes in this area were due to ESP implementation. This table thus has two columns, one for whether the issue was addressed in the relevant ESP, and a second for whether there is evidence that improvements were due to ESP implementation (as opposed to, say, being due to a donor project that had little or no connection with the ESP).

¹⁷⁷ Green = High. Amber = Moderate; Red = Low. Gray = Insufficient data.

¹⁷⁸ The four underlying assumptions for this contribution claim are: (1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management, (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LARS, (3) ESP implementation leads to improvements of previous shortcomings in relation to learning, and (4) it leads to improvements in relation to equity.

¹⁷⁹ 6.5: Staff retention plan implemented to ensure that high performing and experienced staff are recruited and retained within the system; 8.4: National science teacher training program expanded; 9.3 National science teacher training program expanded. Other outputs may also address education quality in various degrees.

IMPROVEMENTS MADE DURING REVIEW PERIOD? ¹⁷⁵	HAD ISSUE BEEN ADDRESSED IN THE 2013-2018 ESSP? ¹⁷⁶	LIKELIHOOD THAT ESSP IMPLEMENTATION CONTRIBUTED TO NOTED IMPROVEMENTS ¹⁷⁷	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ¹⁷⁸				
Relevance to learning/employment needs: Moderate. Introducing the qualification frameworks, TVET curriculum developed.	Yes, SO 5 (TVET), 6 (higher education) and 8 (strengthened STEM and innovation, more links to employment needs).	Moderate – RNQF/RTQF and TVET curriculum linked to ESSP, but ICT strategies (Master Plan ¹⁸⁰ and Strategic Plan ¹⁸¹) not explicitly part of the ESSP and does not reference ESSP.	1	2	3	4	
System management capacity: Moderate. Ongoing efforts to upgrade and harmonize EMIS and establish regular learning assessments.	SO 10 improved administration and management), output 3.2 (annual learning assessment).	Moderate – planned ESSP activities largely not yet implemented (on-going).					

Progress towards a stronger education system during 2013-2018 period

Finding 18: During the review period, the education system was strengthened in terms of infrastructure, teachers and curricula. Positive steps were made to enhance in-service training, school feeding and data collection, but these are too recent in time or not fully institutionalized to constitute system-level changes.

119. This section reviews system-level changes in the review period, based on the three strategic goals in the 2013-2018 ESSP: access, quality of learning and relevance of learning, in addition to the cross-cutting issues of equity and management.

Access

120. In line with the political commitment to achieve universal basic education for all Rwandans by 2020,¹⁸² nominally free nine-year basic education (9YBE) was introduced in 2007 and then expanded to 12 years (12YBE) in 2010.¹⁸³ Efforts to improve access to education continued during the review period:

¹⁸⁰ Republic of Rwanda. "SMART Rwanda Master Plan 2015-2020: A Prosperous and Knowledgeable Society Through Smart ICT," (n.d.).

¹⁸¹ Ministry of Information Technology and Communications (MINICT). "ICT Sector Strategic Plan 2018-2024: Towards Digital Enabled Economy," November 2017.

¹⁸² Ensuring universal basic education is enshrined both in the EDPRS I and II, and in the strategic national development plan, Vision 2020. While public and government-aided schools are nominally free, there are indications that these schools sometimes charge tuition fees from parents. See: The New Times, "MINEDUC warns schools against hiking fees", 10.01.2019. Accessed from <https://www.newtimes.co.rw/news/mineduc-warns-schools-against-hiking-fees>

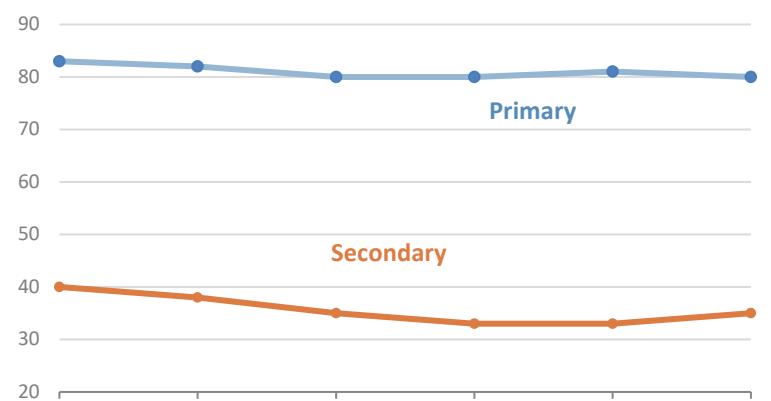
¹⁸³ Japan International Cooperation Agency (JICA) & International Development Center of Japan INC. (IDCJ). "Basic Education Sector Analysis Report: Rwanda," August 2012.

from 2012-2017, the number of all types of classrooms (public, government-aided and private) grew by 10.4 percent at the primary and 33.3 percent at the secondary level,¹⁸⁴ slightly outpacing the growth in the student population (see Figure 4.1). Corresponding to the strong ESSP focus on improving school readiness by expanding pre-primary access,¹⁸⁵ the number of pre-primary schools grew by 70.5 percent during the same period (largely driven by more public schools).¹⁸⁶ At the primary and secondary level, the share of schools that were private increased from 10.2 to 13.8 percent during the review period, reflecting that the growth in infrastructure has disproportionately been driven by private actors.¹⁸⁷

121. Several other supply-side interventions were implemented to improve access to education:

- In 2013 a **national community-driven school feeding program** was introduced for basic education students (by expanding a program that was supported by the WFP in 300 schools) with the goal of reaching all schools across the country.¹⁸⁸ A National School Feeding Policy was developed in 2016 and by 2017, 66 percent of all secondary, 7.7 percent of primary and 15.4 percent of all pre-primary students received meals through this program.¹⁸⁹
- **Increased access to latrines:** From 2016-2017, the share of primary/secondary schools with access to toilets increased from 81/84 percent to 97/98 percent, and the share of pre-primary schools increased from 50 to 72 percent.¹⁹⁰ The 2017 ESA indicates that there are generally separate toilets

Figure 4.1 Pupil-classroom ratio, 2012-2017



Source: MINEDUC

¹⁸⁴ E.g., an increase of 3,013 primary classrooms and 4,498 secondary classrooms. Data from annual statistics yearbooks

¹⁸⁵ Rwanda has two systems of Early Childhood Education (ECE): Pre-nursery for children aged 0-3 years (managed by the Ministry of Gender and Family Promotion, MIGEPROM) and pre-primary education for children aged 3-6 years, managed by MINEDUC. This report only included data at the pre-primary level.

¹⁸⁶ E.g., an increase of 1,318 schools in total, with the number of public schools increasing from 2 to 458. In 2016 and 2017, the pupil-classroom ratio for pre-primary was 41:1. Data for other years is not available.

¹⁸⁷ Rwanda has three school categories depending on its level of financial independence from government: public, government-financed (which are nominally managed by non-government actors, i.e., religious institutions, but where the costs are largely or fully covered by the GoR) and private. From 2012-2017, the proportion of primary/secondary schools that were government-financed declined from 62.9 to 59.5 percent, and the proportion of primary/secondary schools that were public remained stable at 26.8 percent. Data from annual statistics yearbooks.

¹⁸⁸ World Food Program (WFP). "Increasing the Impact of School Meals in Rwanda", October 2016.

¹⁸⁹ 85 percent of all secondary school and 12 percent of all primary/pre-primary schools participated in the program.

¹⁹⁰ In 2016. Ministry of Education (MINEDUC). "2017 Education Statistics," Republic of Rwanda, April 2018.

for girls and boys, although in the availability of toilets, in terms of ratio of toilet per student, at the primary level is insufficient (at 57 students /toilet in 2016).¹⁹¹

- **Strong growth in numbers of TVET providers:** During the review period, the number of Vocational Training Centers (VTCs) increased by 66 percent, the number of Technical Secondary Schools (TSSs) by 20 percent, and the number of polytechnics by 750 percent.¹⁹²

Equity

122. Rwanda has disparities between urban and rural areas, and across socio-economic status, in enrollment and completion rates, especially at secondary levels.¹⁹³ In spite of the noted progress in improving the supply of education, several **demand-side** barriers contribute to **limiting the equitable access to education**. In particular, financial considerations (school costs) were cited in the 2013-2018 ESSP as the single most important factor leading to dropouts.¹⁹⁴ While basic education in Rwanda is nominally free of charge,¹⁹⁵ households contribute on average four percent of their annual consumption for expenses related to schooling (more for urban areas and for secondary education).¹⁹⁶ However, no information was available on any steps taken to reduce the financial burden for parents. The ESSP planned for certain strategies to address disparities related to geography, such as recruiting more teachers in rural areas and providing motorbikes and other in-kind benefits to rural teachers. No information is available on how these strategies were implemented.¹⁹⁷

123. Important system-level improvements were observed in terms of policy and curricula development, and pre- and in-service teacher training for **inclusive education** during the review period.¹⁹⁸ A Special Needs and Inclusive Education Policy and a strategic plan was approved in 2017 (to replace the 2007 Special Needs Education Policy) although it has not yet been made publicly available. The University of Rwanda-College of Education (UoR-CoE) opened the “School of Special Needs and Inclusive Education” in 2015 to deliver curriculum development, pre- and in-service capacity building for teachers, and support

¹⁹¹ MINEDUC, November 2017, p. 33

¹⁹² Vocational Training Centers (VTCs) increased from 116 to 193, Technical Secondary Schools (TSSs) from 160 to 192, and polytechnics from 2 to 17. As of 2018, the TVET system in Rwanda is composed of level 1/2 (former VTCs), levels 3/4/5 (TSS), and level 6/7 (Polytechnics).

¹⁹³ In 2010, enrollment rates for primary schools were 9 percent higher for the richest 20 percent of the population than for the lowest 20 percent (MINEDUC, October 2013, p. 24). While the 2013-2018 ESSP identifies significant differences in enrollment and completion rates between provinces and districts (with the Eastern Province having lowest enrollment and the Northern Province the highest), available data on education indicators from the Annual Statistics Yearbook is not disaggregated by geographic location.

¹⁹⁴ In 2010, cost was cited as the key factor for 16 percent of students who dropped out before completing primary and 42 percent of students who dropped out before completing secondary school. Ibid, p. 24.

¹⁹⁵ According to Law N. 54/2011 and the Integrated Child Rights Policy, say basic education is tuition free.

¹⁹⁶ MINEDUC, November 2017, p. 79.

¹⁹⁷ Additionally, the ESPIG variable tranche indicator on pre-primary access is linked to GER increase in the “22 poorest performing districts.” No information is available on any specific interventions to target school construction in those districts.

¹⁹⁸ Interviewed stakeholders noted the significant (and increasing) political will of the GoR to work towards the inclusion of Rwandans with disabilities or other special needs in the labor market and the education system. This commitment is enshrined in the 2003 constitution (Articles 40 & 76) and in national development strategies (EDPRS).

for higher education students and staff with disabilities.¹⁹⁹ In collaboration with UNICEF, the UoR-CoE developed teacher training modules and a 2016 curriculum aligned with the new competency-based curriculum (see notes under Quality below). From 2016-2017, 3,398 teachers in basic education (3.81 percent of total teacher population) had received training in special needs education.²⁰⁰ However, despite these noted improvements, the total number of students with disabilities enrolled at the basic education level was at the same level in 2017 as in 2012 (around 30,000), which may be due to the recency in time of the observed changes or limited capacities for assessing and identifying students with disabilities.²⁰¹

124. In terms of gender equity, the GoR considers that gender *equality* has “virtually been achieved” at the primary and secondary level,²⁰² with girls outperforming boys in most indicators related to enrollment, dropouts, repetition, completion and examination pass rates (the 2013-2018 ESSP did not plan for interventions to specifically address underperforming boys). There is still gender disparity in favor of boys in terms of enrollment and performance in TVET and higher education (in particular related to STEM) and several sensitization campaigns were implemented with the objective of changing societal attitudes related to girls’ participation in these areas.²⁰³ A national *Girls’ Education Policy* was also drafted in 2017 but has yet to be validated and made public.²⁰⁴

Quality

125. Insufficient quality of learning and instruction is one the most pressing challenges facing the Rwandan education system. The World Bank’s 2018 Human Capital Index,²⁰⁵ which indicates that a Rwandan child is expected to complete 6.5 years of school by the age of 18, highlighted that Rwanda needs to invest in quality education (and health) to make its workforce more productive.²⁰⁶ After several years of significant improvements in expanding access to basic education, the 2013-2018 ESSP (and more so the 2018-2023 ESSP) focused on matching improved access with sustainable improvement in quality and strengthened teacher capacities.²⁰⁷ In the review period, Rwanda made some system-level

¹⁹⁹ The 2013-2018 ESSP also planned for activities to make schools better adapted to accommodate students with disabilities. While data is not available to assess progress, in 2017, 18 percent of all primary and 23.5 percent all secondary schools had adequate infrastructure for these students. Ibid.

²⁰⁰ MINEDUC, April 2018.

²⁰¹ Interviewed stakeholders also noted limitations in country-level capacities for identifying and assessing students with disabilities (in particular students with less visible disabilities such as autism), and the School is currently working towards establishing an assessment center to enhance related national capacities.

²⁰² MINEDUC, October 2013, p. 13

²⁰³ For instance, the 2016 media campaign “Girls are capable of technical and vocational professions” by WDA and the Dutch agency for international cooperation in higher education (EP-NUFFIC). WDA in Renewed Effort to Encourage Girls to Join TVET”, The New Times, published December 1st, 2016.

²⁰⁴ MINEDUC, November 2017.

²⁰⁵ “The Human Capital Index quantifies the contribution of health and education to the productivity of the next generation of workers. Countries can use it to assess how much income they are foregoing because of human capital gaps, and how much faster they can turn these losses into gains if they act now”. World Bank. “Human Capital Index and Components, 2018”, October 18, 2018.

²⁰⁶ The Index gave Rwanda a score of 0.37 - meaning that an adult has a productivity rate of 37 percent (full productivity is 100 percent) – lower than neighboring Burundi at 0.38.

²⁰⁷ MINEDUC, December 2017, p. 17

improvements in education quality by developing a new **competency-based curriculum (CBC)** and by **strengthening teacher recruitment and qualifications**.

126. The 2016 introduction (and ongoing implementation) of the CBC for basic education and TVET was cited as an important improvement by most consulted stakeholders. The curriculum was developed by MINEDUC and REB, with technical support from UNICEF and GIZ, and other partners, and represents a shift away from the traditional knowledge-based approach in order to better adapt Rwandan students to the national vision of a knowledge economy (see Box 4.1). Despite initial delays in procuring and distributing textbooks adapted to the new curricula and training teachers in how to use these materials (see Finding 16), the implementation of the CBC was progressing as of 2018: more than 4.8 million new primary books have been delivered, pre-service teacher training modules have been aligned with and most basic education teachers trained in the new curricula (but some stakeholders questioned the extent to which trained teachers were able to fully use the new curricula). Furthermore, a 2016 study highlighted the need to also introduce competency-based student (formative) assessments to complement the new curricula.²⁰⁸ Such assessments were planned for in the ESSP but information is not available on to what extent they have been implemented, which limits the potential effect of the CBC on strengthening quality of education at the system level.

Box 4.1 The Competency-based curriculum

The new CBC represents an important change in the overarching pedagogic approach of the basic education system in Rwanda. Unlike traditional approaches based on developing subject or content **knowledge**, the CBC focuses on strengthening students' **competencies** such independent learning habits and problem-solving (in addition to content knowledge). It is based on the recognition that a competence-based education has a much greater potential for developing the skills and capabilities necessary in a knowledge-based economy and is intended to support Rwanda's vision to become a knowledge-based and technology-led economy (Ngendahayo and Askell-Williams 2016).

127. In line with stated priorities in the 2013-2018 ESSP, Rwanda has made progress in increasing the number of teachers overall and the number of qualified teachers. In addition to hiring more teachers, the UoR-CoE implemented a program to allow unqualified teachers²⁰⁹ to obtain formal qualifications through

²⁰⁸ The study differentiated between two types of assessments: summative assessments (i.e. traditional standardized tests), which focuses on testing what has been learned, and formative assessments, which focuses on assessing as a way to improving teaching and learning. For the CBC to realize its potential, the study recommends that Rwanda also reforms its assessment system with a view of introducing more focus on formative assessments. Ngendahayo, E. & Askell-Williams, H. (2016). *Rwanda's new competence-based school curriculum: New approaches to assessing student learning needed*. In D. Curtis & J. Orrell (Eds), Publishing higher degree research: Making the transition from student to researcher. Rotterdam: Sense Publishers.

²⁰⁹ There are three levels of teacher qualifications in Rwanda for basic education: (i) primary school teachers are required to finish lower secondary education (S1-S3) before completing a 3-year teacher education program in a Teacher Training College, (ii) teacher in lower secondary schools need to have completed upper secondary (S4-S6) before completing a diploma with UoR-CoE, and (iii) teachers in upper secondary need to have an university degree from the UoR-CoE. MINEDUC, November 2017, p. 42. Starting in 2019, all basic education will also be required to be certified in their subject area in addition to having a general teaching qualification.

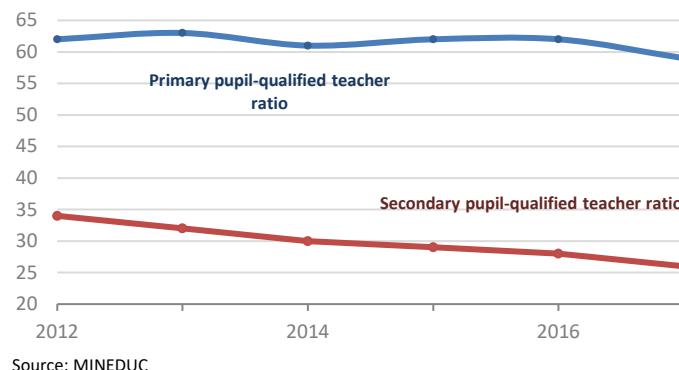
in-service training.²¹⁰ Between 2012-2017, the proportion of qualified teachers increased from 95.6 to 98.2 percent in primary schools while declining from 67.4 to 58.8 percent in secondary schools. However, the pupil-qualified teacher ratio improved both for secondary schools (from 34/1 to 26/1) and primary schools (from 62/1 to 59/1, see Figure 4.2), indicating that the increase in qualified teachers have outpaced student body growth at both education levels, in line with planned ESSP strategies, although secondary

schools have disproportionately recruited more teachers without formal qualifications. There was also an improvement in the pupil-teacher ratio in pre-primary (from 40/1 to 32/1) and in TVET (from 30/1 to 13/1).²¹¹ As a result of gradually falling birth rates and the high gross enrollment rate in primary education, the 2017 ESA predicts demands for **total** number of qualified primary teachers will fall between 2018-2022, while substantial increases is needed at the primary and secondary level to keep up with planned expansion of access.²¹² Available data sources did not provide information on changes in the equitable allocation of teachers.

128. Several efforts were made to improve teacher capacities by strengthening the quality and availability of **pre-service** and **in-service teacher trainings**, but available evidence indicates that the noted changes do not yet constitute system-level improvements due to (a) their recentness in time, (b) limited sustainability of donor-funded initiatives, or (c) lack of data on their effectiveness.

- Some progress was observed in improving the quality of **pre-service teacher training** by developing new teaching modules for basic education, aligned with the CBC, and establishing the Rwanda TVET Trainer Institute (RTTI) in 2018 to offer professional and pedagogical training for TVET trainers.
- Several **in-service teacher training interventions** were implemented during the review period (many of which were funded by donors) focusing primarily on developing competencies for basic education teachers in the CBC, English proficiency or ICT. For instance, the CBC was introduced to all primary/secondary teachers through the cascade method, in which 10 “Master trainers” provided training to district trainers, then sector trainers, which in turn give trainings to teachers at

Figure 4.2 More qualified teachers in Rwanda



Source: MINEDUC

²¹⁰ The program provides a combination of online and in-person training and enables unqualified teachers to obtain qualifications within three years. The tuition fee is financed by GoR, with teachers paying for their own transport and subsistence costs.

²¹¹ Country-level data does not provide information about pupil-qualified teacher ratio for pre-primary teachers and TVET trainers.

²¹² At the primary level, with a planned improvement in pupil-qualified teacher ratio from 58/1 to 50/1 between 2018-2022, the ESA predicts the number of qualified teachers to fall overall from 43,155 to 40,537. For pre-primary and secondary, demands are projected to increase from 9,230-15,159 and 22,710-48,565, respectively (while maintaining pupil-qualified teacher ratio). Ibid., p. 45

the school level.²¹³ However, the 2017 ESA observed a lack of evidence on the quality or effectiveness of such short courses.²¹⁴ To be effective, the cascade method is dependent on sufficient capacities at the local level, and some schools did not conduct trainings as scheduled due to a lack of funding.²¹⁵ Several stakeholders also questioned the sustainability of externally funded interventions, indicating the GoR does not allocate sufficient financing to in-service trainings.

129. A notable positive step is the expansion of the **school-based mentorship program**, which was established in 2012 by REB.²¹⁶ The program trains teachers (mentors) to provide trainings to (primarily) newly qualified teachers in English or ICT skills and has been expanded from one mentor per sector to one mentor in each school during the review period. According to the 2017 ESA it is an improved and more sustainable approach (rather than short courses) for continuous professional teacher development, but there have been limited results to date. Most recent available data (from 2013) show that only three percent of basic education teachers met required level of English proficiency,²¹⁷ and lack of English skills is considered to be the key limitation for improving the quality of education by most consulted stakeholders and the 2014 appraisal (see Section 2 on English as a language of instruction in Rwanda). The new (2018-2022) ESSP continues this emphasis on school-based mentoring and plans to provide it to all newly qualified teachers (output 2.1.2). During the review period, the GoR also made several efforts to improve **teacher motivation**, including by continuing the existing program of providing cash- and non-cash (i.e. laptops, cows) to high-performing teachers, and by making it easier to access housing loans with fewer conditions from the teachers' savings and credit cooperative (SACCO).²¹⁸ Additionally, in 2016, the Ministry of Public Service and Labor (MIFOTRA), which is responsible for the public service, adopted new regulations regarding public teachers in pre-primary, primary and secondary education. The regulations established a clear framework for how bonuses and promotions should be given (before, eligibility for bonuses was decided at district level, without clear criteria). While it does not address the fundamental issue of low teacher salaries (as noted in the 2017 ESA), it represents a step in the right direction in recognizing the fundamental importance and special nature of the teaching profession, and in providing incentives to motivate and retain public teachers.²¹⁹ Finally, in January 2019, the Rwandan Cabinet approved a 10 percent salary increase for primary and secondary teachers (in public and government aided schools) starting in March 2019.

²¹³ Rwanda Education Board (REB) & Flemish Association for Development Cooperation and Technical Assistance (VVOB) Education for Development Rwanda. "Implementing CBC: Successes and Challenges," Urunana rw'Abarezi, 006, July 2018.

²¹⁴ The ESA observes that "There is much evidence from international research (such as Westbrook *et al.*, 2013) which shows that short training programs alone are unlikely to produce the substantial change in teaching behaviour necessary for the transformation that is required in teaching practices in the classroom." MINEDUC, November 2017, p. 43

²¹⁵ Cambridge Education. "Adapting the Cascade Approach to Teacher Professional Development," (n.d.)

²¹⁶ This program was supported by the Mentorship Community of Practice (MCOP) project from 2013-2017, which was financed by DfID (2013-2015) and USAID (2015-2017).

²¹⁷ Ministry of Education (MINEDUC). "Backward-Looking Joint Review of the Education Sector/JRES FY 2014/15," Republic of Rwanda, 2015.

²¹⁸ Established in 2016, SACCO is savings and credit cooperative that provides loans to public and private teachers in Rwanda.

²¹⁹ The New Times, "What new special statute means for the teachers," February 8, 2017.

Relevance

130. The 2013-2018 ESSP planned for several interventions to improve the relevance of education by strengthening the linkages between learning and employment needs, in line with the overall GoR strategy for developing a knowledge-based economy. Some progress was made in improving relevance by developing and implementing the 2016 **Rwanda National Qualification Framework (RNQF)** and the **Rwanda Technical Qualification Framework (RTQF)**. The RNQF harmonizes existing certification procedures for the sector as a whole, from pre-primary through to higher education, while the RTQF establishes seven levels of certifications for the TVET subsector.²²⁰ In particular, stakeholders considered the RTQF to represent an important change since it provides a clear pathway for educational attainment within TVET (which is also expected to help raise the social status of the sub-sector in Rwanda) and is based on practical industry demands rather than theory.

131. The GoR has also made efforts to strengthen education relevance by pushing for higher computer literacy in basic education. In the review period, the proportion of primary and secondary schools with internet connectivity increased substantially, and a number of laptops were provided to primary school students through the international NGO One Laptop per Child.²²¹ There is no available evidence on the effectiveness of these initiatives, and several development partners also indicated some skepticism as to what extent ICT-initiatives could improve learning or the quality of education if they are not integrated into other measures including in-service and pre-service teacher training.

Management

132. Stakeholders observe that management capabilities of **central-level actors** such as MINEDUC and its agencies are overall good (although the evaluation has identified limitations in coordination and monitoring), while similar capacities at **district- and local levels** are often inadequate. The 2013-2018 ESSP addressed these issues through a mix of individual trainings, institutional reforms and strengthened management systems. The following efforts showed progress and have the potential to improve system-level capacities once fully implemented:

- There have been some efforts to improve school-level management by providing **trainings** for school officials, members of Parent-Teacher Associations (PTA) and members of School General Assemblies. From 2012-2017, available information indicates that 7,300 PTA or school assembly members and 2,027 school officials received training in management skills, but there is no information available on results (i.e. through pre/post capacity assessments).
- REB are working towards enhancing its human resource system for managing teachers (with information such as performance, formal certifications, in-service trainings conducted, current salary level, etc.) A key issue for managing teacher performance in Rwanda is the absence of a **standardized competency framework**, and REB is currently developing a standardized framework for developing teacher competencies.²²² No information is available on current progress or expected results.

²²⁰ The levels provide a structure for receiving certifications in technical and vocational studies depending on the level of formal education achieved. Level 1 is a certification for those who have not finished primary school, Level 2 for those who have not finished secondary school, etc.

²²¹ Available data from JRES reports indicate that from 2015-2016, 30,000 laptops were provided to primary school students. In 2017, 70 percent of primary schools and 84 percent of secondary schools had internet connectivity.

²²² MINEDUC, November 2017, p. 41

- As noted in Section 3.3, several efforts are ongoing to upgrade and harmonize existing EMIS' in Rwanda, and to introduce a learning assessment system (LARS) with annual assessments. Together with the shift of responsibilities for managing SEOs from MINALOC to MINEDUC (i.e., from district-level to central level authorities), these efforts represent positive steps towards improving system-level capacities for sector monitoring and data management (although challenges remain in institutionalizing the noted improvements).
- Finally, the creation of the University of Rwanda by merging seven national universities and (more recently) the establishment of Rwanda Polytechnique, by combining all five public Integrated Polytechnics Regional Centers (IPRCs) into one, were noted by stakeholders as key institutional changes that had improved sector management for higher education and TVET.

Did ESP implementation contribute to system-level changes?

Finding 19: In the review period, the 2013-2018 ESSP guided the achievement of most identified system-level changes. Development partners supported key areas of improvements, which were included in the ESSP and largely implemented in cooperation with government actors.

133. Table 4.2 provides an overview of the nine most significant system-level changes identified in the previous finding, whether they were planned under ESSP 2013-2018, and whether their achievement was likely linked to the respective ESSP implementation.

Table 4.2 List of system-level improvements in the review period, against ESSP 2013-2018

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO ESSP IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
ALREADY SIGNIFICANT AND LIKELY SUSTAINABLE		
More pre-primary and secondary classrooms: increased by 70% and 33%, respectively.	Yes: Infrastructure targets included in ESSP (sector outcome 1 and 7), most new schools are built by the GoR.	Unclear due to limited data (interviews indicate DP support for pre-primary classrooms).
More TVET providers: total number of former VCTs, TSSs and polytechnics grew by 44%.	Yes: expansion of TVET institutions included in ESSP (5.3, construction targets not listed), new schools are publicly owned.	Unclear due to limited data.
More/ better qualified teachers: more qualified primary and secondary teachers, more pre-primary /TVET teachers.	Yes: recruitment of skilled teachers included in outcome 4. Re-qualification and teacher recruitment (for public schools) done by MINALOC.	Partly: Many donors supported capacity-strengthening interventions (USAID, Mastercard, UNICEF, DFID, JICA).
Competency-based curriculum: developed and largely rolled out, most teachers trained.	Yes: CBC development, teacher training and textbooks distribution under outcome 3 (and in ESSP action plan). The ESSP is one of several guiding documents for the curriculum.	Yes: UNICEF, DFID and JICA (for TVET) supported CBC development.

SYSTEM-LEVEL IMPROVEMENT	LIKELY DUE TO ESSP IMPLEMENTATION?	IMPROVEMENT SUPPORTED BY DONORS?
POTENTIALLY SIGNIFICANT IF IMPLEMENTED AND/OR STRENGTHENED FURTHER		
School-based mentorship program : established and enhanced.	Yes: expansion of program planned for (output 4.3) and implemented as part of the 2013-2018 ESSP.	Yes: DfID and USAID have trained mentors in English and ICT (2013-2017), Mastercard supports secondary level mentors since 2018. ²²³
RTQF and TVET trainer framework : developed, implementation initiated.	Yes: Development of RTQF already ongoing (in 2010-2015 ESSP) and was finalized through implementation of the 2013-2018 ESSP.	Yes: GIZ supported WDA in developing RTQF.
National school feeding program : established and expanded.	Yes: development of a program planned for (output 1.3) and implemented under GoR leadership.	Yes: WFP launched initiative in 2002, continues to support 104 schools directly through USDA. ²²⁴
EMIS/LARS : efforts in progress to harmonize/expand EMIS, establish regular assessments.	Yes: Development of LARS and improved/harmonized EMIS planned for (outputs 3.3, 10.3, and 10.4) and implemented under GoR leadership.	Yes: UNICEF and Mastercard has provided financing and technical assistance with EMIS; DFID supported LARS.
Pre-service training : School of Special Needs established, teaching modules introduced, TVET Trainer Institute started.	Partly: training of teachers a priority (outcome 3). Establishing institutions (SoSN, Rwanda TVET Trainer Institute) not directly mentioned, but built and funded by the GoR.	Yes: UNICEF supported with developing SNE teacher training modules.

134. A key observation suggested by the table is that ESSP implementation was likely the dominant factor in bringing about most or all *identified* system-level changes. Eight out of the nine changes are likely to have been principally driven by sector plan implementation, while the ninth improvement is *likely* to have been driven by plan implementation, although there is a lack of clear evidence on the extent to which achieved results were directly planned in the ESSP. Secondly, development partners have provided some level of support (technical or financial) to many interventions, but there is little evidence as to what extent achieved changes relied on external support. This is partially due to a lack of monitoring and unclear reporting. As noted in Section 3.3, data on ESSP progress reported in JRES does not necessarily distinguish between results from government-driven and donor-driven initiatives, and the lack of harmonization of education ODA means there is no central reporting mechanism for achievements of donor-funded projects. Available evidence indicates that most system-level improvements were implemented under the leadership of the GoR, although government officials frequently noted - and appreciated – support from donors in key areas.

²²³ VVOB Education for Development Rwanda (VVOB). “Teachers Supporting Teachers Through Mentoring and Coaching”, July 30, 2018

²²⁴ World Food Program (WFP). “Increasing the Impact of School Meals in Rwanda,” October 2016.

Implications for GPE's ToC and country-level operational model

Finding 20: The strong linkages between ESSP implementation and observed system-level changes in Rwanda support a key element of the GPE ToC.

135. The case of Rwanda supports a key element of the GPE ToC. The ESSP was overall credible, evidence-based and country-owned (see Section 3.2) and was largely implemented as intended with most activity-level targets achieved (see Section 3.4). As observed in this section, this likely explains that sector plan implementation was the dominant factor in bringing about most or all identified system-level changes. The evaluation found that two out of the four underlying assumptions guiding the link between sector plan implementation and strengthened education systems to be true for Rwanda: that (2) there is sufficient national capacity (technical capabilities, political will, resources) to analyze, report on and use available data and maintain EMIS and LARS; and that (4) ESP implementation leads to improvements in relation to equity. With regards to the availability and use of data, Rwanda has (several) functioning EMIS and has initiated efforts to improve them, as well as ongoing efforts to institutionalize regular learning assessments. Overall, there are national capacities to report on and use sector data in sector planning (ESA) and monitoring (JRES reports and annual statistics yearbooks). With regards to equity, the country has demonstrated significant commitment (and achieved improvements) in gender equity, and the implementation of the 2013-2018 ESSP included promising steps towards improved access for special needs students.

136. The other two assumptions were found to partially hold true: that (3) ESP implementation leads to improvements of previous shortcomings in relation to learning; and (1) sector plan implementation leads to improvements of previous shortcomings in relation to sector management. As noted, available evidence indicates that efforts to improve learning and management overall do not yet constitute system-level improvements due to recentness in time, unclear sustainability, lack of data on their effectiveness, or not having been fully implemented.

5 Progress towards stronger equity and learning outcomes

Introduction

137. This section summarizes evaluation findings related to Key Question III from the evaluation matrix: "Have improvements at education system level contributed to progress towards impact?"²²⁵ Key sub-questions are:

- During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, (b) equity, gender equality and inclusion in education? (CEQ 6)
- Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified under CEQ 4? (CEQ 6)
- What other factors can explain changes in learning outcomes, equity, etc.? (CEQ 6)
- Going forward, what are implications of findings for the GPE ToC/operational model? (CEQ 7)

138. The section below provides a brief overview of medium-term trends in relation to basic education learning outcomes, equity, gender equality and inclusion that occurred in Rwanda up to and during the review period. The evaluation is not attempting to establish verifiable links between specific system level changes that occurred during the review period and impact-level trends, given that the CLE covered only a relatively short timeframe and that in most cases it is likely too early to expect specific changes to be reflected in impact-level trends. However, where links are plausible, those are discussed. Table 5.1 summarizes CLE findings on any such plausible links, which are further elaborated on below.

Table 5.1 Overview: CLE findings on contribution of system-level changes to impact-level changes

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²²⁶	
Equity, Gender Equality and Inclusion: Strong. Improvements in terms of basic education access and primary completion. Gender indices are overall good, but system-level efficiency is poor (and deteriorating).	Strong. School construction, more and more qualified teachers, and school feeding show evidence of having contributed to improving enrollment and completion/drop-out rates.	1	2

²²⁵ Key sub-questions are: CEQ 6: (i) During the period under review, what changes have occurred in relation to (a) learning outcomes in basic education, and (b) equity, gender equality and inclusion in education, (ii) Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?, (iii) What other factors can explain changes in learning outcomes, equity, etc. CEQ 7, and (iv) Going forward, what are implications of findings for the GPE ToC/operational model?

²²⁶ The underlying assumptions for this contribution claim are (1) changes in the education system positively affect learning outcomes and equity, and (2) country-produced data on equity, efficiency and learning allow measuring/tracking these changes.

IMPROVEMENTS MADE DURING REVIEW PERIOD?	LIKELIHOOD THAT TRENDS WERE INFLUENCED BY SYSTEM-LEVEL CHANGES DURING REVIEW PERIOD	DEGREE TO WHICH UNDERLYING ASSUMPTIONS LIKELY HELD TRUE ²²⁶	
		1	2
Learning: Insufficient data.	Not enough data to analyze. Available evidence suggests that positive steps (pre-primary, CBC) can influence learning over time when effectively implemented.	1	2

Trends in learning outcomes, equity, gender equality and inclusion in the education sector in Rwanda from 2012 to 2017

Finding 21: During the review period, Rwanda continued to improve access to basic education with some improvements in further narrowing the (small) gender gap in primary enrollment. Despite progress for primary drop-out and completion rates, overall system-level efficiency remains poor and deteriorated in secondary education.

Equity, Gender Equality and Inclusion in Basic Education

139. Prior to the review period, the education system in Rwanda made significant improvements in terms of basic education access and equity, which was largely linked to rapid development in the aftermath of the 1994 Genocide against the Tutsi. From 1998 to 2008, the number of students enrolled in pre-primary schools increased from 6 to 145 thousand and nearly doubled in primary schools from 1.2 to 2.2 million.²²⁷ During the 2012-2017 review period, this progress largely continued, although in some cases progress stagnated or declined. Table 5.2 provides an overview of trends in the key impact-level indicators listed in the evaluation matrix, grouped by whether they showed improvement, stability, deterioration, or whether available data is inconclusive. Highlights from the table include:

- *Rwanda is close to achieving its goal of universal primary education.* Enrollment in pre-primary has also improved significantly, while progress is more modest for secondary.
- *More students complete primary education,* but data is inconclusive on whether transition rates to lower secondary have improved.
- *Gender equality has almost been achieved (and remain stable) in pre-primary and primary enrollment, but disparities are significant and increasing for completion and secondary enrollment.* Data on access by income group and rural/urban is not comparable over time but indicates that substantial gaps exist.
- *Children enrolling in basic education are more likely to remain in school, as drop-out rates have improved at primary and secondary levels. However, high repetition rates mean that overall system efficiency is poor and has deteriorated.* Many over-age children fail to transition to the lower secondary level, thus remaining at the primary level.

140. Historical country-level data is available for most education indicators and is disaggregated by gender and disability, although data is not systematically disaggregated for household income or regional differences over time. Data from MINEDUC is usually considered reliable (see Section 3.3) but interviewed

²²⁷ World Bank/The International Bank for Reconstruction and Development, 2011, p. 59.

government officials indicated that data on repetition and drop-out is not always accurate since the existing EMIS does not track individual students that move/change school, for example due to rural-urban migration.

141. Finally, out of 35 outcome-level indicators in the 2013-2018 ESSP results framework, progress fell short of 2017 targets and deteriorated for 14 indicators, fell short of targets but improved overall for 10 indicators, and improved and met the targets for 11 indicators (see section 3.5 and Appendix VII).

Table 5.2 Trends in indicators for Equity, Gender Equality and Inclusion in Basic Education²²⁸

INDICATORS THAT IMPROVED DURING THE REVIEW PERIOD VALUES
<ul style="list-style-type: none"> Primary completion ratio (PCR): the nationwide PCR decreased overall between 2012-2016 from 72.7 to 65.2% before improving significantly in 2017 to 79.3%.²²⁹ Net enrollment rate (NER) primary: the NER improved marginally from 96.5 to 98% between 2012 and 2017, indicating that nearly all students of primary school age are enrolled in formal schooling. The number of students increased from 2.4 million to 2.54 million. Lower secondary enrollment: Overall, secondary enrollment (lower and upper) increased from 534K to 592K between 2012-2017, with lower secondary NER increasing from 21% to 24.4% (but still representing a large gap in access to secondary education). Pre-primary enrollment: nationwide primary enrollment increased substantially between 2012-2017 (from 130K to 220K). Growth in enrollment far outpaced the population growth in this age bracket, with substantial improvements in both GER (from 12.9 to 24.1%) and NER (from 12.7 to 20.6%). Primary and secondary drop-out: from 2012-2016, the proportion of children dropping out of school declined substantially at the primary (from 11.6% to 5.6%), lower secondary (from 11.7% to 6.3%) and upper secondary level (from 6.2% to 2.5%). There is near gender equity for dropout rates: girls slightly less likely to drop out at primary level, while boys slightly less likely for secondary (gap has been reduced in review period). Gender equality in pre-primary and primary enrollment: Rwanda has close to near full gender equity in pre-primary and primary enrollment (girls slightly ahead of boys, gap has been reduced in review period).
INDICATORS THAT STAGNATED DURING THE REVIEW PERIOD
<ul style="list-style-type: none"> Upper secondary enrollment: There was a small decline in the proportion of children of upper secondary age enrolled, with NER decreasing from 25.4% to 23.8%. At the same time, upper secondary GER improved (from 27.1% to 30.6%), indicating a decline in system efficiency at this level (more school places were made available but fewer children of the official age group were enrolled),²³⁰ possibly linked to deteriorating transition rates and repetition rates (see below).

²²⁸ Data used is primarily taken from the Annual Statistics Yearbooks published by MINEDUC, with data from UNESCO Institute of Statistics (UIS) and the 2017 ESA sporadically used to fill gaps. Overall, while certain discrepancies were found between the data sets, MINEDUC and UIS indicators generally showed similar trends (increase, decrease, stagnation) for the review period.

²²⁹ UNESCO UIS data show a similar trend: PCR declining from 70 percent to 62 percent from 2012-2015, before increasing to 76 percent in 2016 and 76 percent in 2017.

²³⁰ According to UNESCO UIS, the “NER can be compared with the Gross Enrolment Ratio (GER) to assess the incidence of under-aged and over-aged enrolment in primary education. The GER represents the number of pupils enrolled in primary education, regardless of age, divided by the population of official primary school age, multiplied by 100. The GER can also provide an estimate of the number of school places available and hence whether the education system has the capacity to provide education for all children of primary school age.” United

- **Access for children with special needs:** the total number of identified children with disabilities enrolled in pre-primary, primary and secondary education remained stable around 30,000 from 2012-2017 (declining from 30,016 to 24,825 from 2012-2015, before increasing to 30,899 in 2017), indicating that enrollment has not kept pace with the overall population growth in the review period. Interviewed government officials noted that official numbers likely represent an underestimate due to insufficient school-level capacities in identifying these children. The 2017 ESA note that children with disabilities represented 0.75% of total enrolled students, far below the expected figure of 15% based on average population estimates.²³¹

INDICATORS THAT DETERIORATED DURING THE REVIEW PERIOD

- **Gender disparity in completion and secondary enrollment:** Girls are more likely than boys to complete primary education (P6 Gross Intake Ratio²³² in 2017 was 72.3% for boys against 86.2% for girls, the gap has increased) and to be enrolled in lower secondary education (2017 NER 31.9% boys/36.3% girls, the gap has increased). Data from UNESCO UIS show that gender parity was stable for primary enrollment but became less equitable (against boys) for primary and lower secondary completion.²³³
- **Primary gross enrollment:** nationwide, a higher percentage of children enrolled in primary education were over- and under-age. GER increased substantially from 2012-2017 (from 123.5% to 139.1%), highlighting the poor (and decreasing) system efficiency at this level likely affected by deteriorating primary repetition rates.
- **Transition rates lower to upper secondary:** the proportion of children transitioning from lower to upper secondary declined from 95.3% to 85.1% between 2012-2016. Boys are more likely to transition (in 2016, the rate was 87.2% for boys and 83.4% of girls), with the gap remaining stable in the review period.
- **Primary and secondary repetition rates:** from 2012-2016, the share of children repeating a school level increased significantly at the primary level (from 12.5% to 16.4%) and grew marginally at the lower secondary (from 6.2% to 7.3%) and upper secondary level (from 1.3% to 3%). There are still gender disparities in primary repetition rates (in 2016, 17.7% for boys and 15.1% for girls) but the gap has been reduced in the review period. There is close to full gender equity for secondary repetition.

INDICATORS FOR WHICH NO CONCLUSIVE DATA IS AVAILABLE

- **Internal Efficiency Coefficient (IEC):** While country-level data does not track IEC over time, the 2017 ESA observed low efficiency as a key concern. In 2016, primary IEC was 0.27, indicating that 73% of the pupil's year (or public resources) is wasted, while secondary IEC was 0.73. The Rwandan education system effectively requires 25.2 years of input to graduate one primary school student, and 8.2 years to graduate on secondary school student.
- **School-life expectancy:** Historical data is not available, but in 2016, an average Rwandan 7-year old starting primary school is expected to remain in education for 11.3 years.
- **Primary to lower secondary transition rates:** Yearbook data indicates that the proportion of children transitioning from primary to lower secondary decreased from 86.2% to 74.5% between 2012-2016, while UIS data show an improvement from 74.9% to 82.4%. Boys are slightly more likely to transition (in 2016, the rate was 75.4% for boys and 73.7% of girls), with the gap remaining stable in the review period.

Nations Economic Commission for Europe (UNECE). "Millennium Development Goals (MDG) Handbook – Goals 2 and 3," (n.d.).

²³¹ MINEDUC, November 2018, p. 54.

²³² Gross Intake Rate (GIR) in Primary 6 was previously called Completion Rate.

²³³ Limited available data show that the Adjusted Gender Parity Index (GPIA) in lower secondary went from 0.87 to 1.16 (i.e. from favoring boys to favoring girls) and in primary went from 1.04 to 1.22 (i.e. from slightly favoring girls to strongly favoring girls) from 2010 to 2015.

- **Out-of-school (OOS) rate:** MINEDUC (through the Statistical Yearbook) does not directly track the overall number or ratio of out-of-school children.²³⁴ Available UIS data show a small increase in primary OOS from 2016-2017 (from 4.2% to 6%). UIS household survey data for lower secondary show an OOS of 25.9% in 2015 against 18% in 2010.
- **Number of Out-of-school children (OOSC):** Data not available.
- **Access for poorest:** 2016 data indicate substantial differences in enrollment and repetition based on socio-economic status: for instance, primary school children from the poorest population quintile have much higher repetition rates than children from the richest quintile (24% against 4%).²³⁵ The 2013-2018 ESSP cited financial considerations (school costs) as the single most important factor leading to dropouts.²³⁶
- **Regional differences:** The 2017 ESA observed substantial differences in enrollment rates based on urban/rural and district disparities, with urban children more likely to be enrolled and less likely to drop out. In 2016, primary NER was 91.7% in the Northern Province against 86.6% in the Southern Province.

Learning Outcomes in Basic Education

Finding 22: There is insufficient data to compare changes in learning outcomes across time. Significant disparities exist between boys/girls and urban/rural children.

142. The main source of evidence for learning outcomes is results from the Learning Assessments in Rwandan Schools (LARS, see Table 5.3). REB conducted literacy and numeracy assessments in 2011 (P3 level), 2014 (P2 and P5) and in 2017 (P3, P6 and S3), reaching 9,000 children in 2014 and 60,000 students in 2017.²³⁷ However, as these assessments were conducted at different levels (with exception of P3), the results cannot be used to measure changes in learning outcomes over time. The P3 level witnessed a decline in learning outcomes (i.e., percentage of students who perform at or above their expected level) from 2011 to 2017, but available data does not provide an explanation for this decline.²³⁸

²³⁴ The 2017 Yearbook calculated basic education participation rates, which compares “the number of students enrolled in formal and informal education institutions (regardless of the levels of education within that subsector) with the total number of population in the same age.” For 2017, the participation rate was 47.1 percent for 6-year-olds, 98.7 percent for the 7-12 age group, 72.1 percent for the 13-18 age group, and overall 86.3 percent for the 7-18 age group. MINEDUC, April 2018, p. 3.

²³⁵ MINEDUC, November 2017, p. 54.

²³⁶ In 2010, cost was cited as the key factor for 16 percent of students who dropped out before completing primary and 42 percent of students who dropped out before completing secondary school. MINEDUC, October 2013, p. 24.

²³⁷ The LARS assessments are done with the same methodology.

²³⁸ Available information from the LARS reports does not explicitly indicate whether these results are psychometrically comparable over time. Country-level stakeholders indicate that the methodology used is similar but not identical, which limits the ability to compare data over time.

Table 5.3 LARS results, percentage of students who score at or above expected levels²³⁹

SCHOOL GRADE	LARS I: 2011 ²⁴⁰		LARS II: 2014		LARS III: 2017	
	LITERACY	NUMERACY	LITERACY	NUMERACY	LITERACY	NUMERACY
P2			45.3%	32.9%		
P3	63%	54%			54.9%	40.7%
P5			44.1%	38.3%		
P6					56.4%	59%
S3					71.3%	78.8%

143. The Annual Statistics Yearbook provides information on pass rates for the leaving exams for primary, lower secondary and upper secondary level (Table 5.4). The data show that the proportion of students passing has increased at both primary (P6) and lower secondary (S3) level from 2012-2017, while remaining largely stable (small decline overall) at the S6 level. However, changes in final exam pass rates does not (yet) appear to translate into improved repetition or transition rates, both of which have deteriorated at the primary level for the review period.

Table 5.4 Percentage of students passing leaving exams, P6, S3 and S6 level²⁴¹

PASSED EXAMINATIONS	2012	2013	2014	2015	2016	2017
Primary (P6)	83,1%	78,1%	84,5%	84,8%	85,3%	86,3%
Lower secondary (S3)	84,8%	85,6%	86,8%	87,3%	88,6%	89,9%
Upper secondary (S6)	90,3%	89,9%	88,8%	88,9%	89,9%	89,4%

144. A third source of data is the Early-Grade Reading Assessment (EGRA) done between 2011-2014 at the lower primary (P1-P3) level by the Research Triangle Institute (RTI).²⁴² Several observations can be derived from these sources:

- **Geographic and socio-economic disparities linked to difference in learning opportunities for children.** All sources show a consistent disparity in learning outcomes between regions (with the lowest scores in the Southern Province and the highest scores in the Northern Province) and between rural/urban children. LARS III also showed a strong statistically significant correlation between household wealth and learning outcomes at the P6 and S3 level. The EGRA assessment of young primary children largely attributed these disparities to the extent to which children were

²³⁹ Data taken from REB. Rwanda Education Board (REB). "Learning Achievement in Rwandan Schools: LARS III Phase One P3", March 28th, 2018. Rwanda Education Board (REB). "Learning Achievement in Rwandan Schools LARS III Phase Two: Primary 6 (P6) and Secondary 3 (S3) Results Report", March 2nd, 2018

²⁴⁰ UNICEF. "Rwanda Country Case Study: Improving Quality Education and Children's Learning Outcomes and Effective Practices in the Eastern and Southern Africa Region," 2016.

²⁴¹ Data taken from Annual Statistics Yearbook 2012-2017

²⁴² RTI is a USAID-funded organization implementing education interventions in Rwanda. The Early-Grade Reading Assessment (EGRA) provided three literacy skills assessments of students at the P4 level between 2011-2014. The three assessments used different tests and looked at somewhat different aspects of literacy skills.

given opportunities for reading. Urban children and children from wealthier households are in much closer contact with reading materials (newspapers, books), are less expected to do chores (i.e., work in subsistence farming) and thus provided with more opportunities for reading. In rural communities or poor households, there is less of a “culture of reading,” children work more and are provided with much less support for homework at home.²⁴³ These findings highlight the importance of providing children, particularly in lower primary, with access to reading and learning material and opportunities.

- **Repetition and over-age children affect learning:** The LARS III found a strong correlation between the age of children and their learning outcomes, with students who are at their correct age for their class having significantly higher assessment results than over-age students. Most children enroll in primary P1 at their expected age (average 6.8 years), but around 80 percent of P6 and S3 students report to have repeated a grade, and P6 and S3 students are on average two years behind the correct age for their grade. *Why older students perform worse could be due to poor performing students having to repeat grades or that “the very process of repeating a grade produces lower scores,”*²⁴⁴ but it indicates that reducing repetition rates is a key element in improving the quality of learning in Rwanda.
- **Girls perform worse than boys:** The 2017 LARS III assessments show that, while girls slightly outperformed boys at the P3 level, boys significantly outperformed girls at both the P6 and the S3 level. The report drew no definite conclusion as to the cause of this disparity (possible causes could relate to girls usually having to do more chores at home, or difference in societal expectations regarding girls’ academic achievements vs. boys) but noted the progress in achieving gender equity in enrollment “appears to have created a false impression within the general public, and possibly among some policy-makers, that the gender gap has closed, and this may deter or slow efforts to address gender gaps in other areas.”²⁴⁵ A similar difference is seen in performance on national leaving exams: in 2017, girls outperformed boys at the P6 level, but boys performed better than girls at the S3 and the S6 level.²⁴⁶

Is there evidence to link trends in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?

Finding 23: Progress in basic education access and (to some extent) drop-out and completion are likely linked to school infrastructure, teachers and national school feeding put in place or expanded during the review period.

145. Table 5.5 provides an overview of the main impact-level improvements identified in the two previous findings, and of the likelihood that system-level improvements identified in Chapter 4 contributed to these. As the table shows, there is evidence that **school construction, improvements in teacher availability and the roll-out of the national school feeding program** likely supported improvements in access to basic education. There is **less evidence** that identified system-level changes

²⁴³ Education Development Center (EDC). “Early-Grade Literacy in Rwanda: Taking Stock in 2016,” May 2016, p. 43.

²⁴⁴ Rwanda Education Board (REB). “Learning Achievement in Rwandan Schools LARS III Phase Two: Primary 6 (P6) and Secondary 3 (S3) Results Report,” March 2, 2018, p. 2.

²⁴⁵ Ibid, p. 47

²⁴⁶ In 2017, 87% of girls and 85.5% of boys passed the P6 leaving exams. At the S3 and S6 level the difference was 88% girls/92% boys and 87.5% girls/92.4% boys, respectively. Data from 2017 National Statistics Yearbook.

contributed to the noted improvements in drop-out rates and primary completion rates, and there is **no evidence** that system-level changes can likely explain the modest improvements in gender equality indices for primary education.

Table 5.5 Contributions of system-level improvements to identified impact-level improvements

IMPACT-LEVEL IMPROVEMENTS	LIKELIHOOD THAT SYSTEM-LEVEL CHANGES CONTRIBUTED TO THE IMPROVEMENT?
Growth in pre-primary enrollment and NER	Strong: The strong increase in infrastructure (number of schools increased by 70% from 2012-2017) likely contributed to improving overall enrollment numbers and enrollment ratio at this level. Another factor that may have supported enrollment is the roll-out of school feeding nationwide, although only reaching 15.4 % of all pre-primary students in 2017.
Growth in secondary enrollment and lower secondary NER	Strong: Increase in infrastructure (number of secondary classrooms increased by 33% from 2012-2017) and related improvements in pupil/classroom ratio likely contributed to higher enrollment for secondary education overall, and in lower secondary NER. The school feeding program likely also contributed: by 2017, 66 percent of all secondary children received meals at schools through the program.
Growth in primary enrollment and NER	Strong: The modest improvement in primary NER (from already high levels) is likely due to a 10.4% increase in overall primary classrooms from 2012-2017, reducing the pupil-classroom ratio from 1/83 to 1/80. The introduction of the national school feeding program might also represent an additional supporting factor, although it only reached 7.7% of primary students in 2017.
Reduced primary and secondary drop-out rates	Moderate: Improvements in pupil-classroom ratios and the introduction of the national school feeding program may have (modestly) contributed to reducing drop-out rates in primary education. Increases in number of teachers overall and in pupil/qualified teacher ratios at both levels, as well as community/district campaigns for school attendance, are also factors that may have contributed to reducing drop-out ratios.
Improvement in primary completion ratio	Moderate: As noted above, system-level improvements that led to reduced drop-out rates (more and more qualified teachers, more classrooms, school feeding) may also have contributed to improving primary completion rates, although available evidence does not establish a clear link between these trends and the significant improvements in PCR from 2016-2017.
Gender equality indices in pre-primary and primary	No evidence: Available evidence does not establish any clear linkages between system-level changes and moderate improvements in the (small) gender gap for pre-primary and primary enrollment. As noted in Finding 23, Rwanda already has close to full gender equity for primary and lower secondary enrollment , and the former and current ESSP did not contain any particular strategies to address equity at this level.

146. Three observations can be derived from this table. Firstly, the identified system-level changes that most likely have contributed to impact-level changes (school construction, teachers and teacher qualification, school feeding) were interventions planned and implemented within the framework of the 2013-2018 ESSP. Secondly, as noted in Chapter 4, most system-level improvements were implemented under the leadership of the GoR, there is insufficient data on extent that this was facilitated by financial and/or technical support from development partners.

147. Thirdly, most system-level improvements related to the quality of education and sector management listed in Chapter 4 appear to have not yet influenced impact-level improvements. This is likely due to the fact that, as noted in Chapter 4, several system-level changes have not yet been fully implemented (e.g., annual learning assessment system, harmonized EMIS), or is too recent in time to have been able to have an effect (i.e., the new CBC). However, the LARS and EGRA learning assessments identified two areas where current progress at the system-level has the potential to lead to improved learning in the future:

- **Improved pre-primary access:** The LARS III assessment observed that children in P6 are more likely to have attended pre-primary than children in S3. Enrollment in pre-primary is linked to reduced repetition rates for P1 and P2 (and improved learning outcomes),²⁴⁷ suggesting that a continued focus on pre-primary enrollment may have an effect on learning.
- **Effect of new CBC:** The EGRA report noted the relevance of the new competency-based curriculum in promoting instruction and teaching that are more likely to support reading and learning among younger children. Although it will take time for teachers to fully master competence-based instruction, in part due to insufficient language abilities in English, the new CBC will likely “help students of varying abilities learn to read.”²⁴⁸

Implications for GPE's ToC and country-level operational model

Finding 24: It is difficult to follow the ToC all the way through to the impact level change given the time lag between system level improvements and measurable change, and the influence of external factors.

148. The underlying assumptions for this contribution claim are (1) changes in the education system positively affect learning outcomes and equity, and (2) country-produced data on equity, efficiency and learning allow for the measuring/tracking of these changes.

149. As noted in the above findings, Rwanda’s progress towards impact-level change is difficult to trace back to the system-level improvements. It seems to be even harder to establish such links for learning outcomes than for equity/inclusion outcomes because of the data available to track such progress, the time lag between system level improvements and measurable change, and the fact that many other external factors are likely to play a role in influencing these trends.

²⁴⁷ Education Development Center, May 2016, p. 23

²⁴⁸ Ibid, p. 45

6 Conclusions and strategic questions/issues

150. This final section of the report draws **overall conclusions** deriving from the evaluation findings and formulates several **strategic questions** that have been raised by the findings of the Rwanda evaluation. These questions are of potential relevance for GPE overall and may warrant further exploration in other upcoming country-level evaluations.

151. This section answers CEQ 7 and CEQ 8 from the evaluation matrix:

- What, if any, aspects of GPE support to Rwanda should be improved? What, if any, good practices have emerged related to how GPE supports countries? (CEQ 7)
- What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? (CEQ 8)

6.1 Conclusions

As a whole, the GPE model worked well in Rwanda in 2012-2018. GPE contributed to progress in education sector reform by enhancing the quality of the ESSP, providing financial support for its implementation, and incentivizing the GoR to prioritize certain planned interventions. Contributions to mutual accountability were less tangible due to robust national traditions and mechanisms for monitoring and dialogue. GPE advocacy efforts did not manage to leverage additional domestic education financing or improve the quality of international education financing.

152. GPE's country-level ToC outlines four country-level objectives for GPE's support. Table 6.1 recapitulates this evaluation's assessment of the degree of GPE contribution to each of these in Rwanda.

Table 6.1 Overview of GPE contribution to country-level objectives of the GPE ToC

COUNTRY-LEVEL OBJECTIVES	RATING OF DEGREE/LIKELIHOOD OF GPE CONTRIBUTION
Sector Planning	Strong
Sector Dialogue and Monitoring (Mutual Accountability)	Modest
Sector Financing	Limited
Sector Plan Implementation	Strong

153. Evidence emerging from stakeholder consultations and reviewed documents highlight how the presence of GPE in Rwanda contributed to the following areas:

- **Enhancing the overall quality of the 2018-2023 ESSP.** Developing the ESSP was not dependent on GPE financial support and the GoR has the motivation, resources and capabilities to conduct consultative and evidence-based sector planning. However, stakeholders widely perceive GPE to have improved overall ESSP quality through (a) the ESPDG grant resources, which allowed for improving the depth and extent of public consultations, GPE guidance on education sector planning, and an improved evidence-base to inform the plan by financing the ESA. (b) Through the revised QAR mechanism, which provided a structure for both identifying and addressing key shortcomings

in the draft ESSP, as well as quality-assuring the appraisal. The evaluation found that the new (revised) QAR process provides a better sequencing of tools (such as the timing of the appraisal) and introduces new elements, such as structured feedback from the Secretariat and a systematic and documented response to the appraisal from country-level stakeholders.

- The US\$25.2 million ESPIG (2015-2018) financed 3.2 percent of total ESSP costs between 2015-2017. Government officials highlighted the value of this contribution **in filling financing gaps related to classroom construction and purchasing textbooks**. Furthermore, the **modality** of ESPIG support made an important contribution to plan implementation. As direct budget support, the GPE resources are blended with government budget (making tracking specific results impossible) but government stakeholders indicated that these resources allowed the GoR to finance plan components that would not otherwise have been addressed by specific DP projects.
- Lastly, the **variable tranche** of the 2015-2018 ESPIG was found to have contributed to plan implementation by (a) having provided a clear incentive for the GoR to conduct learning assessments, as planned in the ESSP, and (b) having led to a more focused sector dialogue on learning assessments.
- In regard to the other variable tranche indicators, they represented less of a stretch for the government. It is important to note that Rwanda was one of the first countries to use the new funding model, therefore the three indicators were not at the same level of ambition.

154. Two areas of minor contribution during the review period are sector financing and mutual accountability.

- With regard to **domestic education financing**, the current levels of funding do not allow the country to meet the prevailing demands in the sector. The downwards trajectory in Rwanda is not a result of a lack of political commitment to education but is due to a combination of external factors (such as an increased GoR national budget due to earmarked donor funds and strong economic growth, competing demands from other sectors, and the complexity of influence on decision making in the government policy cycle). Despite consistent Secretariat efforts, the current GPE advocacy model did not manage to influence the GoR to increase domestic sector financing. Two important observations emerge from Rwanda in this regard: (a) the 20 percent benchmark for domestic commitment is widely perceived to exclude factors such as education progress and efficiency in using aid, and (b) the GoR (i.e., MINECOFIN) apparently did not perceive GPE (Secretariat and DPs) advocacy as having provided convincing empirical evidence to justify the relevance of this benchmark.
- With regard to **mutual accountability**, GPE contributions were less tangible due to robust existing national traditions and mechanisms for monitoring, dialogue and public accountability. GPE was not able to address issues related to low CSO and teacher union participation in sector dialogue as well as some of the limitations of the JSER process, such as duration and limited follow up on implementation of recommendations.

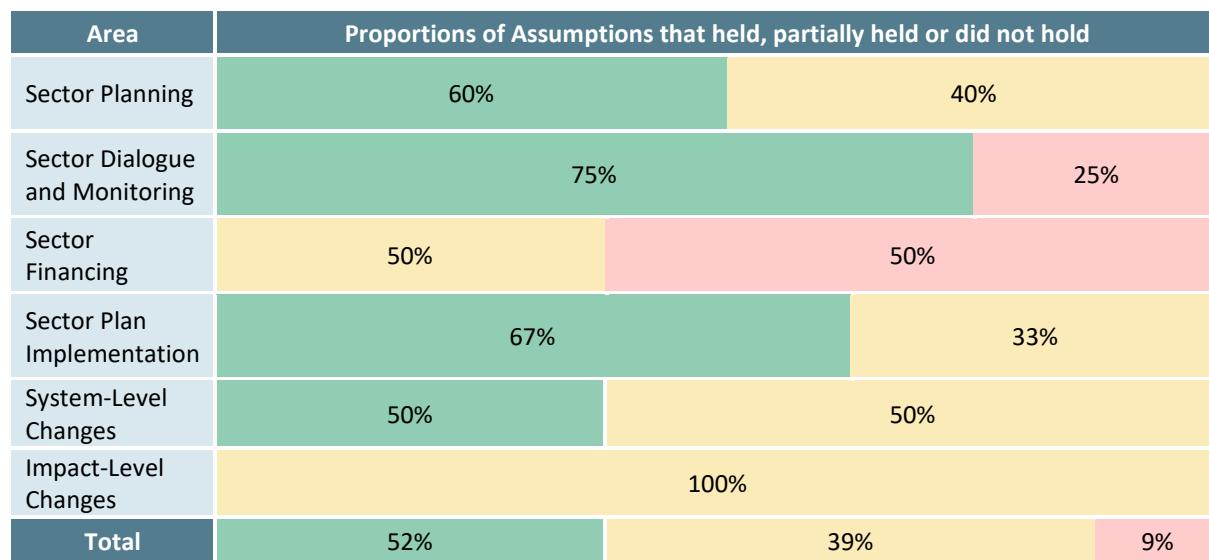
GPE's ToC assumes that sector plan implementation is the main factor for subsequent system-level changes. This was largely the case in Rwanda. Most GPE ToC assumptions fully or partially held in Rwanda.

155. As discussed in Chapter 4, most system-level changes during the review period were planned for in the 2013-2018 ESSP. Sector plan implementation likely provided the guiding framework for these achievements. This supports the GPE country-level ToC, which assumes that system-level changes will be driven by plan implementation, as government and donors align their support to it.

156. Sector plan implementation happens despite a certain disconnect between the different elements of the GPE country-level ToC, i.e., sector planning, sector dialogue/monitoring and sector financing. In Rwanda, strong planning processes/quality plans and institutionalized approaches to monitoring sector progress – which require backward and forward-looking assessments of progress based on outcome indicators – give a level of continuity for sector dialogue that is broadly supportive of plan implementation, even though they do not provide opportunities for tracking progress on planned outputs and activities. It is notable that these institutionalized reviews identify the challenges of sustainable finance for the education sector (especially domestic financial allocations), although clear solutions have not yet been identified. The lack of progress in domestic education finance is likely due to a complex set of factors, which in addition to those noted above, may include broader GoR development ambitions, relationships and influence on decision making in the government policy cycle, and the ways in which budgets and budgetary commitments are calculated.

157. In general, 12 out of 23 assumptions of GPE's country-level ToC held in Rwanda (52 percent). Another 9/23 (43 percent) partly held, and the remaining 2 were found to not hold. The assumptions that do hold tend to reflect areas such as country capacity and government motivation/political will, while assumptions regarding GPE influence were found to be less valid, largely due to strong existing country capacities or, with regards to sector financing, limitations in the tools available to influence domestic financing.

Table 6.2 Share of GPE ToC assumptions that were found to hold, by contribution claim



The Rwanda CLE validates the relevance of GPE's Operational Model but raises some questions in relation to the roles and responsibilities of GPE actors.

158. In Rwanda, the CA and GA work well together, the ESWG (including government) clearly nominated these two agencies and they have the capacity to take on their respective tasks. However, the GA and CA roles require that a lot of time be spent problem solving and developing relationships with government. Yet, while the GA is financially compensated for its role, the CA is not.

159. Stakeholders noted that the Secretariat, represented by the Country Lead, is not able to participate consistently in sector dialogue given that the CL has a diverse portfolio of countries and is based in Washington, DC.

6.2 Good practices arising from Rwanda for other countries

160. The following ‘good practices’ were noted by the evaluation team that may be of interest to other DCPs:

- **Rwanda’s culture of accountability in the public service.** This is a feature of the context that draws and retains development partners, because it provides them with confidence in how their resources will be used to achieve results. GPE built on this accountability culture by using a budget support modality during the last ESPIG.
- **Strong government-led and institutionalized coordination structures and joint sector review processes.** One component of the Rwandan political culture is the institutionalized approach to JRES that is used for all sectors across government, led by MINECOFIN, and linked to the annual budget cycle. These processes are owned by the government and provide sector-wide fora to discuss policy and implementation.
- **Attention given to special needs education by the government.** The efforts to establish a comprehensive framework (curriculum, teaching modules, teacher capacities and equipment) for special needs students was a notable feature of the Rwandan education system in the review period. A key factor behind these developments appear to be the political will (by MINEDUC) to plan, fund and implement related strategies.

6.3 Strategic questions arising from this CLE for GPE

161. The following strategic questions arise from this CLE for GPE and may be particularly relevant in thinking about the role that GPE plays in a context like Rwanda, which by and large has systems for planning, monitoring and implementation that appear to support system level change, but in which the trends in public sector expenditure on education may not be able to sustain that change. The questions also reflect on Rwanda’s experience with its most recent ESPIG application.²⁴⁹

- How useful is the ESPIG decision as a mechanism for GPE to negotiate with its partner countries? Does an intermediate step before formal Board approval/rejection help give GPE requirements ‘teeth’? How can possible negative consequences for the Board-DCP relationship be mitigated?
- Is measuring the overall quantity of domestic education financing (rather than its quality or efficiency) appropriate to all countries? Is holding some countries strictly to account realistic when other countries (notably fragile and conflict-affected countries) are given more leeway?
- Bilateral donors point out that GPE’s support for a country helps them justify support to education. In the case of a potential rejection by the Board of Rwanda’s ESPIG application (as detailed in Section 3.4), might the absence of an ESPIG endanger sources of bilateral sector support?
- What is the appropriate balance between accounting for results and supporting aid effectiveness principles using modalities such as budget support that by nature may make it more difficult to demonstrate results?

²⁴⁹ The Secretariat informed GoR that the ESPIG application would not be recommended for Board approval. Rwanda can resubmit an application before 2020.

- When the CA and GA both contribute substantially to sector coordination and dialogue, would it be sensible to better delineate their respective roles, and to consider compensating the CA for their work, or to have a rotating CA mechanism to alleviate the (pro bono) burden?
- Would it make sense for CLs' countries to be grouped regionally, and for CLs to be based in regional, not global DC, offices? This would enable more regular contact with country-level stakeholders and facilitate an exchange of lessons that are anchored in the region.
- Can we observe a similar pattern of GPE contributions in other countries that have strong government leadership/ownership and existing in-country capacity? Our hypothesis is that in such contexts GPE support adds value not by shaping/initiating processes and mechanisms, but by enhancing their quality and helping MINEDUC and the education sector position itself better.

Appendix I Revised Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector plan implementation, sector dialogue and monitoring, and more/better financing for education?²⁵⁰ If so, then how?</p>			
<p>CEQ 1: Has GPE contributed to education sector plan implementation in [country] during the period under review? ²⁵¹ How?</p>			
CEQ 1.1a (prospective CLE) What have been strengths and weaknesses of sector planning during the period under review? ²⁵² What are likely reasons for strong/weak sector planning?	<ul style="list-style-type: none"> Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁵³ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities 	<ul style="list-style-type: none"> Sector plan(s) for the period covered by the most recent ESPIG Education Sector Analyses and other documents analyzing key gaps/issues in the sector 	<ul style="list-style-type: none"> Descriptive analysis Triangulation of data deriving from document review and interviews

²⁵⁰ OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

²⁵¹ The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, where applicable, (and subject to data availability) the summative evaluations will also look at the beginning of the next policy cycle, more specifically sector planning processes and related GPE support carried out during/towards the end of the period covered by the most recent ESPIG.

²⁵² This question will be applied in prospective evaluations in countries that have not yet developed a (recent) sector plan, such as Mali, as well as in countries that have an existing plan, but that are in the process of embarking into a new planning process. In countries where a sector plan exists and where related GPE support has already been assessed in Year 1 reports, future reports will use a similarly descriptive approach as outlined under question 1.1b, i.e. briefly summarizing key characteristics of the existing sector plan.

²⁵³ Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • For TEPs: Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines²⁵⁴ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision 	<ul style="list-style-type: none"> • GPE ESP/TEP quality assurance documents • GPE RF data (Indicator 16 a-b-c-d)²⁵⁷ • Other relevant reports or reviews that comment on the quality of the sector plan • Interviews 	

²⁵⁴ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

²⁵⁷ If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)²⁵⁵ • Extent to which the ESP/TEP addresses the main issues/gaps in the education sector (as identified through Education Sector Analyses and/or other studies) • Extent to which the process of sector plan preparation has been country-led, participatory, and transparent²⁵⁶ • Stakeholder views on strengths and weaknesses of the most recent sector planning process in terms of: <ul style="list-style-type: none"> – Leadership for and inclusiveness of sector plan development – Relevance, coherence and achievability of the sector plan 		
CEQ 1.1b (summative CLE) What characterized the education sector plan in place during the core period under review?	<ul style="list-style-type: none"> • ESP/TEP objectives/envisaged results and related targets 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent ESPIG • GPE ESP/TEP quality assurance documents 	<ul style="list-style-type: none"> • Descriptive analysis

²⁵⁵ If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

²⁵⁶ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: <http://unesdoc.unesco.org/images/0023/002337/233768e.pdf>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • <u>For ESPs:</u> Extent to which the country's sector plan met the criteria for a credible ESP as put forward in GPE/IIEP Guidelines²⁵⁸ <ul style="list-style-type: none"> – ESP is guided by an overall vision – ESP is strategic, i.e. it identifies strategies for achieving its vision, including required human, technical and financial capacities, and sets priorities) – ESP is holistic, i.e. it covers all sub-sectors as well as non-formal education and adult literacy – ESP is evidence-based, i.e. it starts from an education sector analysis – ESP is achievable – ESP is sensitive to context – ESP pays attention to disparities (e.g. between girls/boys or between groups defined geographically, ethnically/culturally or by income) • <u>For TEPs:</u> Extent to which the country's sector plan met the criteria for a credible TEP as put forward in GPE/IIEP Guidelines²⁵⁹ <ul style="list-style-type: none"> – TEP is shared (state-driven, developed through participatory process) 	<ul style="list-style-type: none"> • GPE RF data (indicator 16 a-b-c-d)²⁶¹ • Other relevant reports or reviews that comment on the quality of the sector plan 	

²⁵⁸ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Guidelines for Education Sector Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-education-sector-plan-preparation>

²⁵⁹ Global Partnership for Education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2016. Guidelines for Transitional Education Plan Preparation. Available at: <https://www.globalpartnership.org/content/guidelines-transitional-education-plan-preparation>

²⁶¹ If the respective ESP has not been rated by GPE (i.e. if no specific information is available on indicators 16 a-d), the evaluation team will provide a broad assessment of the extent to which the ESP meets or does not meet the quality criteria. This review will be based on *existing* reviews and assessments of the sector plan, in particular the appraisal report. To the extent possible, findings of these assessments will be 'translated' in terms of the GPE quality standards.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – TEP is evidence-based – TEP is sensitive to context and pays attention to disparities – TEP is strategic, i.e. it identifies strategies that not only help address immediate needs but lay the foundation for realizing system's long-term vision – TEP is targeted (focused on critical education needs in the short and medium term, on system capacity development, on limited number of priorities) – TEP is operational (feasible, including implementation and monitoring frameworks) • Extent to which the ESP/TEP meets GPE quality criteria as outlined in the GPE 2020 results framework (indicators 16a, b, c and d)²⁶⁰ 		
<p>CEQ 1.2a (prospective CLE) Has GPE contributed to the observed characteristics of sector planning? How? If no, why not?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support for sector planning (advocacy, standards, quality assurance procedures, guidelines, capacity</p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> • ESPDG amount as a share of total resources invested into sector plan preparation. • Types of activities/deliverables financed through ESPDG and their role in informing/enabling sector plan development <p>b) Contributions through other (non ESPDG-related) support to sector planning:</p> <ul style="list-style-type: none"> • Evidence of GPE quality assurance processes improving the quality of the final, compared to draft versions of the sector plan 	<ul style="list-style-type: none"> • Draft and final versions of the sector plan • Related GPE ESP/TSP quality assurance documents • Secretariat reports, e.g. country lead back to office/mission reports • Other documents on advocacy/facilitation provided by Secretariat, CA or GA • Country-specific ESPDG grant applications 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews

²⁶⁰ If no GPE ratings on these indicators are available, evaluation team's assessment of extent to which the ESP meets the various criteria outlined under indicator 16a-d.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice) ²⁶²	<ul style="list-style-type: none"> • Stakeholder views on relevance and appropriateness/value added of GPE Secretariat support, in-country assistance from GA/CA, , Secretariat/GA/CA advocacy, capacity building, facilitation; GPE standards, guidelines, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> – Improving the quality (including relevance) of education sector plans – Strengthening in-country capacity for sector planning 	<ul style="list-style-type: none"> • Interviews • Education sector analyses and other studies conducted with ESPDG funding 	
CEQ 1.2b-d (summative CLE – currently in Part B of the matrix below and labelled CEQ 9-11)			
<p>CEQ 1.3 What have been strengths and weaknesses of sector plan implementation during the period under review?</p> <p>What are likely reasons for strong/weak sector plan implementation?</p>	<ul style="list-style-type: none"> • Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan within envisaged timeframe (with focus on changes relevant in view of GPE 2020 envisaged impact and outcome areas). • Extent to which sector plan implementation is funded (expected and actual funding gap) • Evidence of government ownership of and leadership for plan implementation (country specific).²⁶³ • Government implementation capacity and management, e.g.: 	<ul style="list-style-type: none"> • Sector plan(s) for the period covered by the most recent (mostly) complete ESPIG • DCP government ESP/TEP implementation documents including mid-term or final reviews • Relevant program or sector evaluations, including reviews preceding the period of GPE support under review 	<ul style="list-style-type: none"> • Descriptive analysis • Triangulation of data deriving from document review and interviews

²⁶² Advocacy can include inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions.

²⁶³ For example, in some countries one indicator of country ownership may be the existence of measures to gradually transfer funding for specific ESP elements from GPE/development partner support to domestic funding. However, this indicator may not be applicable in all countries. Stakeholder interviews will be an important source for identifying appropriate, context-specific indicators for government ownership in each case.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> – Existence of clear operational/implementation plans or equivalents to guide sector plan implementation and monitoring – Clear roles and responsibilities related to plan implementation and monitoring – Relevant staff have required knowledge/skills/experience) • Extent to which development partners who have endorsed the plan have actively supported/contributed to its implementation in an aligned manner. • Extent to which sector dialogue and monitoring have facilitated dynamic adaptation of sector plan implementation to respond to contextual changes (where applicable) • Extent to which the quality of the implementation plan in the ESP/TEP and of the plan itself is influencing the actual implementation (e.g. achievability, prioritization of objectives). • Stakeholder views on reasons why plan has or has not been implemented as envisaged 	<ul style="list-style-type: none"> • JSR reports • Reports or studies on ESP/TEP implementation commissioned by other development partners and/or the DCP government • CSO reports • Interviews • DCP's plan implementation progress reports 	
<p>CEQ 1.4 Has GPE contributed to the observed characteristics of sector plan implementation? If so, then how? If not, why not?</p> <p>a) Through GPE PDG, ESPIG grants-related funding requirements and the variable tranche under the</p>	<p>a) Contributions through GPE PDG and ESPIG grants, related funding requirements and variable tranche under the NFM (where applicable)</p> <ul style="list-style-type: none"> • Proportion of overall sector plan (both in terms of costs and key objectives) funded through GPE ESPIG • Absolute amount of GPE disbursement and GPE disbursement as a share of total aid to education • Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG • Degree of alignment of ESPIG objectives with ESP objectives. 	<ul style="list-style-type: none"> • ESP implementation data including joint sector reviews • GPE grant agent reports and other grant performance data • Secretariat reports, e.g. country lead back to office/mission reports • GPE ESP/TSP quality assurance documents • Other documents on GPE advocacy/facilitation 	<ul style="list-style-type: none"> • Triangulation of data deriving from document review and interviews • Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>New Funding Model (NFM)²⁶⁴</p> <p>b) Through non-financial support (advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)²⁶⁵</p>	<ul style="list-style-type: none"> • Grant implementation is on time and on budget • Degree of achievement of/progress toward achieving ESPIG targets (showed mapped to ESPIG objectives, and sector plan objectives) • Evidence of variable tranche having influenced policy dialogue before and during sector plan implementation (where applicable) • Progress made towards sector targets outlined in GPE grant agreements as triggers for variable tranche under the NFM, compared to progress made in areas without specific targets (where applicable) • PDG/ESPIG resources allocated to(implementation) capacity development • Stakeholder views on GPE PDG and ESPIG grants with focus on: <ul style="list-style-type: none"> – Value added by these grants to overall sector plan implementation; – the extent to which the new (2015) funding model is clear and appropriate especially in relation to the variable tranche; – how well GPE grant application processes are working for in-country stakeholders (e.g. are grant requirements clear? Are they appropriate considering available grant amounts?); <p>b) Contributions through non-financial support</p>	<ul style="list-style-type: none"> • Country-specific grant applications • Interviews • Education sector analyses • Country's poverty reduction strategy paper 	targets (variable tranche under the New Funding Model)

²⁶⁴ Where applicable.

²⁶⁵ Facilitation provided primarily through the Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from the Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Types of GPE support (advocacy, facilitation, knowledge sharing) aimed at strengthening sustainable local/national capacities for plan implementation • Relevance of GPE non-financial support in light of DCP government's own capacity development plan(s) (where applicable) • Stakeholder views on relevance and effectiveness of GPE non-financial support with focus on: <ul style="list-style-type: none"> – GPE non-financial support contributing to strengthening sustainable local/national capacities relevant for plan implementation – GPE non-financial facilitating harmonized development partners' support to plan implementation • Possible causes for no/ limited GPE contribution to plan implementation. 		
<p>CEQ 1.5 How has education sector financing evolved during the period under review?</p> <p>a) Amounts of domestic financing</p> <p>b) Amounts and sources of international financing</p> <p>c) Quality of domestic and international financing (e.g. short, medium and long-term predictability, alignment with government systems)?</p> <p>1. If no positive changes, then why not?</p>	<p>a) Amounts of domestic education sector financing</p> <ul style="list-style-type: none"> • Changes in country's public expenditures on education during period under review (absolute amounts and spending relative to total government expenditure) • Extent to which country has achieved, maintained, moved toward, or exceeded 20% of public expenditures on education during period under review • Changes in education recurrent spending as a percentage of total government recurrent spending <p>b) Amounts and sources of international financing</p> <ul style="list-style-type: none"> • Changes in the number and types of international donors supporting the education sector • Changes in amounts of education sector funding from traditional and non-traditional donors (e.g. private foundations and non-DAC members) 	<ul style="list-style-type: none"> • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education Accounts, Joint Sector Reviews, public expenditure reviews) • GPE results framework indicator 29 on alignment 	<ul style="list-style-type: none"> • Trend analysis for period under review • Descriptive analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Changes in percentage of capital expenditures and other education investments funded through donor contributions c) Quality of sector financing • Changes in the quality (predictability, alignment, harmonization/modality) of international education sector financing to country • Changes in the quality of domestic education financing (e.g. predictability, frequency and timeliness of disbursements, program versus input-based funding) • Extent to which country dedicates at least 45% of its education budget to primary education (for countries where PCR is below 95%) • Changes in allocation of specific/additional funding to marginalized groups • Changes in extent to which other donors' funding/conditional budget support is tied to the education sector 		
<p>CEQ 1.6 Has GPE contributed to leveraging additional education sector financing and improving the quality of financing?</p> <p>If yes, then how? If not, then why not?</p> <p>a) Through ESPIG funding and related funding requirements?</p> <p>b) Through the GPE multiplier funding mechanisms (where applicable)?</p>	<p>a) Through ESPIG funding and related requirements</p> <ul style="list-style-type: none"> • Government commitment to finance the endorsed sector plan (expressed in ESPIG applications) • Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms • Stakeholder views on extent to which GPE funding requirements (likely) having influenced changes in domestic education financing • Changes in relative size of GPE financial contribution in relation to other donor' contributions • Trends in external financing and domestic financing channeled through and outside of GPE, and for basic 	<ul style="list-style-type: none"> • ESPIG grant applications and related documents (country commitment on financing requirement) • Donor pledges and contributions to ESP implementation) • Creditor Reporting System (CRS) by OECD-DAC • UIS data by UNESCO • National data (e.g. Education Management Information Systems, National Education 	<ul style="list-style-type: none"> • Comparative analysis (GPE versus other donor contributions) • Triangulation of quantitative analysis with interview data

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>2. Through other means, including advocacy²⁶⁶ at national and/or global levels?</p>	<p>and total education, to account for any substitution by donors or the country government</p> <ul style="list-style-type: none"> • Alignment of GPE education sector program implementation grants with national systems²⁶⁷ • Possible reasons for non-alignment or non-harmonization of ESPIGs (if applicable) b) Through the GPE multiplier funding mechanism <ul style="list-style-type: none"> • Amount received by DCP government through the GPE multiplier fund (if applicable) • Stakeholder views on clarity and efficiency of multiplier application process c) Through other means (especially advocacy) <ul style="list-style-type: none"> • Likelihood of GPE advocacy having contributed to country meeting/approaching goal of 20% of the total national budget dedicated to education • Changes in existing dynamics between education and finance ministries that stakeholders (at least partly) attribute to GPE advocacy²⁶⁸ (e.g. JSRs attended by senior MoF staff) • Amounts and quality of additional resources likely mobilized with contribution from GPE advocacy efforts at country or global levels • Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging 	<p>Accounts, Joint Sector Reviews, public expenditure reviews)</p> <ul style="list-style-type: none"> • Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups) 	

²⁶⁶ Through the Secretariat at country and global levels, and/or GPE board members (global level, influencing country-specific approaches of individual donors)

²⁶⁷ GPE's system alignment criteria including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively.

²⁶⁸ This advocacy can have taken place in the context of GPE support to education sector planning, sector dialogue, and/or plan implementation

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?			
<p>CEQ 2.1 Has sector dialogue changed during the period under review? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> Composition of the country's LEG (in particular civil society and teacher association representation), and changes in this composition during period under review; other dialogue mechanisms in place (if any) and dynamics between those mechanisms Frequency of LEG meetings, and changes in frequency during period under review LEG members consulted for ESPIG application Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> Degree to which different actors lead, contribute to, or facilitate dialogue Inclusiveness Consistency, clarity of roles and responsibilities Meaningfulness (i.e. perceptions on whether, when and how stakeholder input is taken into account for decision making) Quality (evidence-based, transparent) Likely causes for no/limited (changes in) sector dialogue 	<ul style="list-style-type: none"> LEG meeting notes Joint sector reviews or equivalents from before and during most recent ESPIG period GPE sector review assessments ESP/TSP, and documents illustrating process of their development Back to office reports/memos from Secretariat ESPIG grant applications (section V – information on stakeholder consultations) Interviews 	<ul style="list-style-type: none"> Pre-post comparison Triangulate results of document review and interviews Stakeholder analysis and mapping
<p>CEQ 2.2 Has sector monitoring changed? If so, then how and why? If not, why not?</p>	<ul style="list-style-type: none"> Extent to which plan implementation is being monitored (e.g. results framework with targets, performance review meetings, annual progress reports... and actual use of these monitoring tools) Frequency of joint sector reviews conducted, and changes in frequency during period under review; nature of JSR meetings held; and any other monitoring events at country level (e.g., DP meetings...) 	<ul style="list-style-type: none"> LEG and JSR meeting notes Joint sector review reports/aide memoires or equivalents from before and during most recent ESPIG period GPE sector review assessments Grant agent reports Back to office reports/memos from Secretariat 	<ul style="list-style-type: none"> Pre-post comparison Triangulate the results of document review and interviews

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JSRs conducted prior to this period) • Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning • Stakeholder views on changes in JSRs in terms of them being: <ul style="list-style-type: none"> – Inclusive and participatory, involving the right number and types of stakeholders – Aligned to existing sector plan and/or policy framework – Evidence based – Used for learning/informing decision-making – Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)²⁶⁹ and recommendations are acted upon and implemented • Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to 'mutual accountability' for the education sector. • Likely causes for no/ limited (changes in) sector monitoring. 	<ul style="list-style-type: none"> • Interviews 	

²⁶⁹ Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews>

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>CEQ 2.3 Has GPE contributed to observed changes in sector dialogue and monitoring? If so, then how? If not, why not?</p> <p>a) Through GPE grants and funding requirements²⁷⁰</p> <p>b) Through other support (capacity development, advocacy, standards, quality assurance, guidelines, facilitation, cross-national sharing of evidence/good practice)²⁷¹</p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> Proportion of total costs for sector dialogue mechanisms (and/or related specific events) funded through GPE grants Proportion of total costs for sector monitoring mechanisms (e.g. JSR) funded through GPE grants Stakeholder views on extent to which GPE funding process (e.g. selection of grant agent, development of program document, grant application) and grant requirements positively or negatively influenced the existence and functioning of mechanisms for sector dialogue and/or monitoring <p>b) Non-grant related support</p> <ul style="list-style-type: none"> Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring Support is targeted at gaps/weaknesses of sector dialogue/monitoring identified by DCP government and/or LEG Support for strengthening sector dialogue/monitoring is adapted to meet the technical and cultural requirements of the specific context in [country] <p>a) and b)</p>	<ul style="list-style-type: none"> LEG meeting notes Joint sector reviews or equivalents from before and during most recent ESPIG period GPE sector review assessments Grant agent reports Back to office reports/memos from Secretariat Interviews CSEF, KIX documents etc. 	<ul style="list-style-type: none"> Triangulate the results of document review and interviews

²⁷⁰ All relevant GPE grants to country/actors in country, including CSEF and KIX, where applicable.

²⁷¹ Capacity development and facilitation primarily through the Secretariat, coordinating agency (especially in relation to sector dialogue) and grant agent (especially in relation to sector monitoring). Advocacy through the Secretariat (country lead), CA, as well as (possibly) GPE at the global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities organized by the Secretariat, as well as the sharing and use of insights derived from GRA and KIX grant-supported interventions. Knowledge sharing also possible through other GPE partners at country level (e.g. other donors/LEG members) if provided primarily in their role as GPE partners.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Stakeholder view on relevance and appropriateness of GPE grants and related funding process and requirements, and of other support in relation to: <ul style="list-style-type: none"> – Addressing existing needs/priorities – Respecting characteristics of the national context – Adding value to country-driven processes (e.g. around JSRs) • Possible causes for no/ limited GPE contributions to dialogue/monitoring. 		
CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?			
CEQ 3.1 What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector planning, financing, plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> • Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations) • Contributions (or lack thereof) to sector plan implementation, sector dialogue or monitoring made by actors other than GPE • Changes/events in national or regional context(s) <ul style="list-style-type: none"> – Political context (e.g. changes in government/leadership) – Economic context – Social/environmental contexts (e.g. natural disasters, conflict, health crises) – Other (context-specific) 	<ul style="list-style-type: none"> • Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country] • Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results • Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector • Interviews 	<ul style="list-style-type: none"> • Triangulate the results of document review and interviews
CEQ 3.2 During the period under review, have there been	<ul style="list-style-type: none"> • Types of unintended, positive and negative, effects on sector planning, financing, sector plan implementation, 	<ul style="list-style-type: none"> • All data sources outlined for CEQs 1 and 2 above 	<ul style="list-style-type: none"> • Triangulate the results of document

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
unintended, positive or negative, consequences of GPE financial and non-financial support?	<p>sector dialogue and monitoring deriving from GPE grants and funding requirements</p> <ul style="list-style-type: none"> • Types of unintended, positive and negative, effects deriving from other GPE support. 	<ul style="list-style-type: none"> • Interviews 	review and interviews
Key question II: Has sector plan implementation contributed to making the overall education system in [country] more effective and efficient?			
<p>CEQ 4 During the period under review, how has the education system changed in relation to:</p> <ul style="list-style-type: none"> a) Improving access to education and equity? b) Enhancing education quality and relevance (quality of teaching/instruction)? c) Sector Management?²⁷² If there were no changes in the education system, then why not and with what implications?²⁷³ 	<p>a) Improving education access and equity - focus on extent to which DCP meets its own performance indicators, where available, e.g. related to:²⁷⁴</p> <ul style="list-style-type: none"> • Changes in number of schools relative to children • Changes in the average distance to schools • Changes in costs of education to families • Changes in the availability of programs to improve children's' readiness for school) • New/expanded measures put in place to ensure meeting the educational needs of children with special needs and of learners from disadvantaged groups • New/expanded measures put in place to ensure gender equality in education <p>b) Enhancing education quality and relevance (Quality of teaching/instruction) – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p>	<ul style="list-style-type: none"> • Education Management Information System (EMIS) • UIS data • World Bank data • Household survey data • ASER/UWEZO other citizen-led surveys • Grant agent progress reports • Implementing partner progress reports • Mid-term Evaluation reports • GPE annual Results Report • Appraisal Reports • Public expenditure reports • CSO reports • SABER database 	<ul style="list-style-type: none"> • Pre-post comparison of statistical data for periods under review • Triangulate the results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening

²⁷² The sub-questions reflect indicators under Strategic Goal #3 as outlined in the GPE results framework as well as country-specific indicators for system-level change and elements (such as institutional strengthening) of particular interest to the Secretariat.

²⁷³ Implications for education access and equity, quality and relevance, and sector management, as well as likely implications for progress towards learning outcomes and gender equality/equity.

²⁷⁴ The noted indicators are examples of relevant measures to indicate removal of barriers to education access. Applicability may vary across countries. Where no country specific indicators and/or data are available, the CLE will draw upon UIS (and other) data on the described indicators.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Changes in pupil/trained teacher ratio during period under review • Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school) • Changes in relevance and clarity of (basic education) curricula • Changes in the quality and availability of teaching and learning materials • Changes in teacher pre-service and in-service training • Changes in incentives for schools/teachers <p>c) Sector Management – focus on extent to which DCP meets its own performance indicators, e.g. related to:</p> <ul style="list-style-type: none"> • Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding) • Changes in whether country has and how it uses EMIS data to inform policy dialogue, decision making and sector monitoring • If no functioning EMIS is in place, existence of a realistic remedial strategy in place • Changes in whether country has and how it uses quality learning assessment system within the basic education cycle during period under review <p>(a-c):</p> <ul style="list-style-type: none"> • Likely causes for no/ limited changes at system level (based on literature review and stakeholder views) 	<ul style="list-style-type: none"> • Education financing studies • Literature on good practices in education system domains addressed in country's sector plan • Interviews • ESPIG grant applications • Relevant documents/reports illustrating changes in key ministries' institutional capacity (e.g. on restructuring, internal resource allocation) 	
CEQ 5 How has sector plan implementation contributed to observed changes at education system level?	<ul style="list-style-type: none"> • The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level 	<ul style="list-style-type: none"> • Sources as shown for CEQ 4 • Literature on good practices in education system domains 	

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan) 	<ul style="list-style-type: none"> addressed in country's sector plan Education sector analyses Country's poverty reduction strategy paper 	
Key question III: Have improvements at education system level contributed to progress towards impact?			
<p>CEQ 6 During the period under review, what changes have occurred in relation to:</p> <ol style="list-style-type: none"> Learning outcomes (basic education)? Equity, gender equality and inclusion in education? 	<p>Changes/trends in DCP's core indicators related to learning/equity as outlined in current sector plan and disaggregated (if data is available). For example:</p> <ol style="list-style-type: none"> Learning outcomes <ul style="list-style-type: none"> Changes/trends in learning outcomes (basic education) during period under review (by gender, by socio-economic group, by rural/urban locations) Equity, gender equality, and inclusion <ul style="list-style-type: none"> Changes in gross and net enrollment rates (basic education) during review period (by gender, by socio-economic group, by rural/urban) Changes in proportion of children (girls/boys) who complete (i) primary, (ii) lower-secondary education Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group) Changes in out-of-school rate for (i) primary, (ii) lower-secondary education (by gender, socio-economic group, rural/urban location) Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education 	<ul style="list-style-type: none"> Sector performance data available from GPE, UIS, DCP government and other reliable sources Teacher Development Information System (TDIS) Education Management Information System (EMIS) National examination data International and regional learning assessment data EGRA/EGMA data ASER/UWEZO other citizen-led surveys Grant agent and Implementing partner progress reports Mid-term Evaluation reports GPE annual Results Report Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available) 	<ul style="list-style-type: none"> Pre-post comparison of available education sector data (examination of trends) during and up to 5 years before core period under review Triangulation of statistical data with qualitative document analysis

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> • Changes in the distribution of out-of-school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds) 	<ul style="list-style-type: none"> • Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings 	
Key question IV: What are implications of evaluation findings for GPE support to [country]?			
<p>CEQ 7 What, if any, aspects of GPE support to [country] should be improved? What, if any, good practices have emerged related to how GPE supports countries?²⁷⁵</p>	<ul style="list-style-type: none"> • Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> – Clarity and relevance of the roles and responsibilities of key GPE actors at the country level (Secretariat, GA, CA, DCP government, other actors) – Strengths and weaknesses of how and whether GPE key country-level actors fulfill their roles (both separately and jointly i.e. through a partnership approach) – The relative influence/benefits deriving from GPE financial and non-financial support respectively (with focus on the NFM, where applicable) – Extent to which logical links in the GPE theory of change are, or are not, supported by evidence – Extent to which originally formulated underlying assumptions of the ToC appear to apply/not apply and why – Extent to which different elements in the theory of change appear to mutually enforce/support each other (e.g. relationship sector dialogue and sector planning) 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected and analysis conducted for other evaluation questions

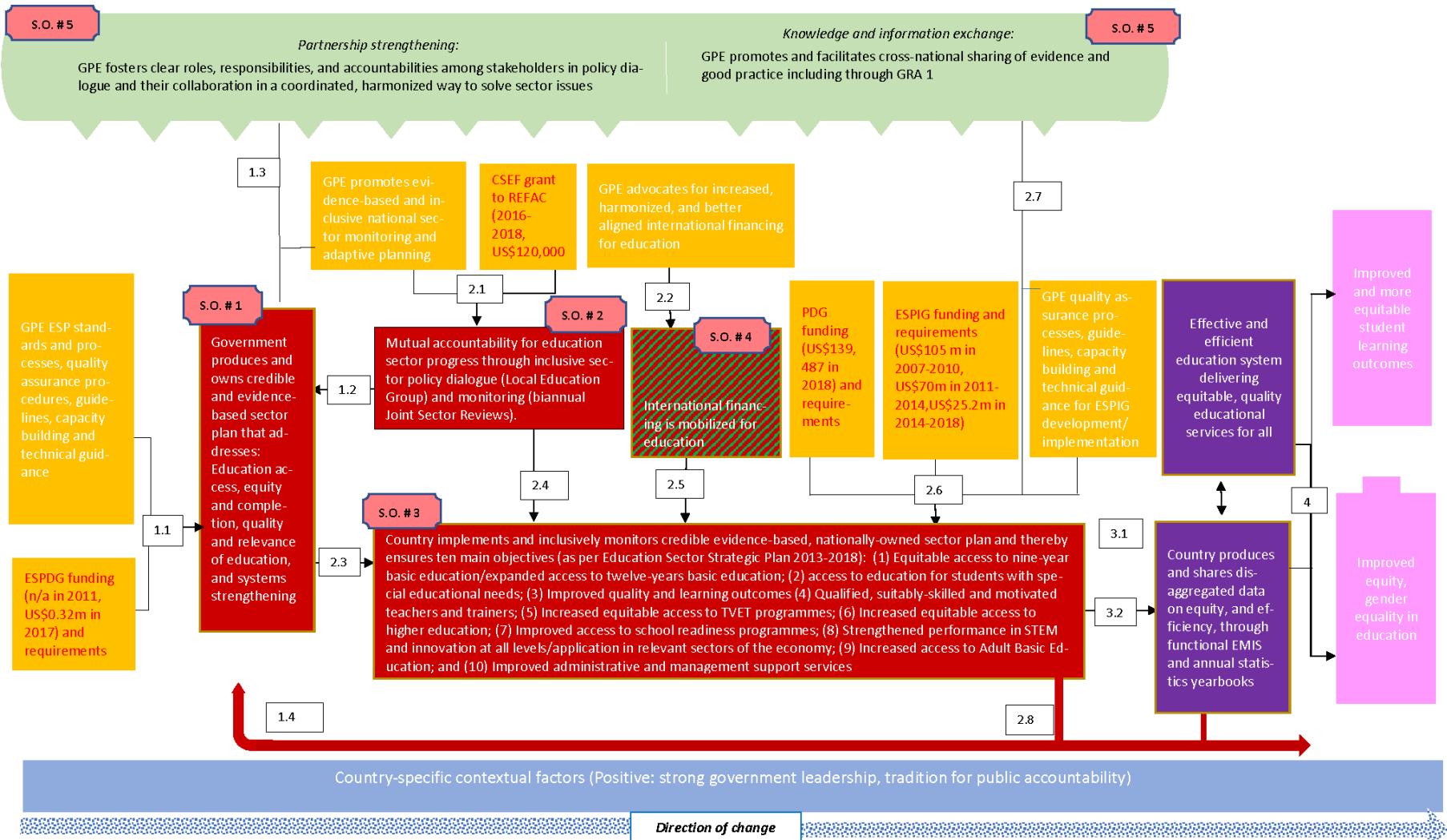
²⁷⁵ For both questions CEQ 7 and 8 the notion of ‘good practice’ refers to acknowledging processes, mechanisms, ways of working etc. that the CLE found to work well and/or that were innovative in that specific context. The intention is not to try and identify globally relevant benchmarks or universally ‘good practice’.

MAIN EVALUATION QUESTIONS AND SUB-QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
CEQ 8 What, if any, good practices have emerged related to how countries address specific education sector challenges/how countries operate during different elements of the policy cycle? ²⁷⁶	<ul style="list-style-type: none"> – Stakeholder satisfaction with GPE support • Insights deriving from answering evaluation questions above e.g. in relation to: <ul style="list-style-type: none"> – Effectiveness of approaches taken in the respective country to ensure effective sector planning, sector dialogue and monitoring, sector financing, sector plan implementation. – Successful, promising, and/or contextually innovative approaches taken as part of sector plan implementation to address specific sector challenges²⁷⁷ 	<ul style="list-style-type: none"> • All of the above as well as (for summative evaluations) sources applied for CEQs 9, 10 and 11 (part B below) 	<ul style="list-style-type: none"> • Triangulation of data collected, and analysis conducted for other evaluation questions

²⁷⁶ This could mean, for example, highlighting strengths of existing mechanisms for sector planning that either reflect related GPE/IEEP guidelines and quality criteria or that introduce alternative/slightly different approaches that appear to work well in the respective context.

²⁷⁷ For example, highlighting promising approaches taken by the respective government and development partners to try and reach out-of-school children. Please note that ‘innovative’ means ‘innovative/new in the respective context’, not necessarily globally new.

Appendix II GPE country-level theory of change for Rwanda



LEGEND

xxx	Non-financial GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE financial inputs/support (grants) and related funding requirements
	Country-level objectives that GPE support/influence directly contributes to.
	Global-level objectives that GPE support/influence directly contributes, which have consequences at country level (policy cycle continuum)
	Global-level objectives with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	Intermediate outcomes: Education system-level changes
	Impact: Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan

1

Numbers represent the key areas where **logical linkages** (explanatory mechanisms) connect different elements of the theory of change to one another ('*because of x, y happens*'). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.²⁷⁸ The guiding frameworks for the evaluation are the **evaluation matrix** (Appendix I) and the **country-level** theory of change for Rwanda (Appendix II).²⁷⁹

The overall approach to this evaluation is theory-based and uses **contribution analysis** (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.²⁸⁰

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review.

This country level evaluation (CLE), of GPE's support to the national education system of the Republic of Rwanda, is part of a larger GPE study that comprises a total of 20 summative and eight formative CLEs. In October 2018, the approach for the summative evaluations was slightly modified. Starting in FY18, these new 'summative plus' (including this evaluation) will have the following modifications:

- 'Summative plus' CLE will not only explore one policy cycle²⁸¹ and related GPE support ('first policy cycle'), but also include the beginning of the following policy cycle (the 'second policy cycle'). This will allow addressing questions around the transition from one ESP to the next and related GPE contributions,
- The CLEs will also explore strengths, weaknesses and value added of the revised GPE Quality Assurance and Review (QAR) and ESPDG mechanism.

²⁷⁸ In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

²⁷⁹ This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

²⁸⁰ See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, (2011).

²⁸¹ i.e. from sector planning and related sector dialogue to sector plan implementation and monitoring during the period covered by the most recent fully or mostly disbursed ESPIG.

- The reports for ‘summative plus’ will include a final section on Strategic Questions, which will summarize – if applicable – suggestions for how GPE support to the respective country can be improved, and/or which will outline overarching questions about the GPE operational model that may be worth further exploring in the context of other summative and prospective CLE.

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an ten-working day mission to Rwanda from December 3rd to December 14th, 2018; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)
- Stakeholder consultations through individual and group interviews in Kigali, Rwanda. In addition, telephone interviews were conducted with the Secretariat country focal point. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 53 individuals (see Box iii.1), of which 18 were women.
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.²⁸²

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

Box iii.1: Consulted Stakeholders

Education ministry (including agencies):	22
Other ministries:	5
District-level officials:	
Grant and coordinating agents:	3
Development partners/donors:	10
Civil Society/Teacher Organizations/Parent organizations:	5
GPE Secretariat:	1

²⁸² The key sources of data are the UNESCO Institute for Statistics (UIS) database, data.uis.unesco.org; the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS), <https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>; and country-level datasets and data sources.

Appendix IV Stakeholder mapping

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Global		
Secretariat	<p>Interest: High.</p> <p>Influence: High. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board.</p> <p>Importance: High</p>	<p>The main internal stakeholders and users of the evaluation; Key informants; country lead facilitated the evaluation team's contacts with stakeholders.</p>
Board members (from developing countries included in the sample)	<p>Interest: High.</p> <p>Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies.</p> <p>Importance: High</p>	<p>Rwanda is represented on the Board through the Africa 1 constituency. There are 11 francophone countries in the Africa 1 constituency.</p> <p>These board members were <i>not</i> consulted during the course of this country evaluation.</p>
Country-level		
Ministry of Education (MINEDUC)	<p>Interest: High</p> <p>Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Focal point with GPE Secretariat.</p> <p>Importance: High. Main partner for GPE grant design and implementation.</p>	<p>Key informants at country level. Directors of all key MINEDUC directorates were interviewed in person during the country visit (see Appendix V, list of stakeholders).</p>
Other Line Ministries and organizations involved in, or relevant for (basic) education, equity and equality issues: Rwanda Education Board (REB), Ministry of Local Government (MINALOC), Ministry of Public Service and Labour (MIFOTRA), Workforce Development Authority (WDA), and Higher Education Council (HEC)	<p>Interest: High</p> <p>Influence: medium. The REB is responsible for the development of the education sector and enabling sector growth; MINALOC ensures the coordination of good governance and territorial administration throughout the country; MIFOTRA is in charge of public service administration and management, and job creation and workforce management; WDA is responsible for all aspects related to TVET; and HEC oversees higher education in Rwanda.</p>	<p>Key informants at country level (see Appendix V, list of stakeholders).</p>

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
	Importance: High. Responsible for implementing measures planned in the ESP.	
Ministry of Finance and Economic Planning (MINECOFIN)	Interest: High Influence: High. Responsible for monitoring and supporting the implementation of the education sector policy and managing related financing. Importance: High.	Key informants consulted at country level. (see Appendix V, list of stakeholders).
Key Education Sector Stakeholders (national level)		
Grant Agent: DFID	Interest: High Influence: High. Responsible for managing the ESPIG in Rwanda. Importance: High	Key informant at country level. Consulted during/after the visit in Rwanda.
Coordinating Agency: UNICEF	Interest: High Influence: Medium-High. Through its facilitating role, the coordinating agency plays an important role in the functioning of the LEG. Importance: High	Key informant at country level.
Development Partners (donor agencies, multilateral organizations): Sweden, DfID, GIZ, KfW, SDC, Korea, JICA, USAID, British Council	Interest: High Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
Multilateral organizations: World Bank, UNICEF	Interest: High Influence: Medium-High, through their participation in the LEG, in sector monitoring exercises, as well as to their own activities in the education sector. Importance: High	Key informants at country level were interviewed in person during the country visit.
Domestic non-governmental organizations: RENCP, Education Development Center, Wellspring, Save the Children, VVOB, Peace Corps	Interest: High Influence: Low. Most are not members of the LEG but several have participated in sector planning consultations and education sector reviews. Importance: Medium-High.	Key informants at country level were consulted during the country site visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Teacher organizations: Syndicat National des Enseignants au Rwanda (SNER)	<p>Interest: High</p> <p>Influence: Low. Not member of the LEG but may have participated in sector planning consultations and education sector reviews.</p> <p>Importance: Medium-High.</p>	Key informants at country level were consulted during the country site visit.
Relevant education sector institutions: University of Rwanda	<p>Interest: Medium</p> <p>Influence: Low. Not member of the LEG but may have participated in sector planning consultations and education sector reviews</p> <p>Importance: Medium</p>	Key informants at country level were consulted during the country site visit.
Private Sector representatives: Private or faith-based schools	<p>Interest: Medium</p> <p>Influence: Low. Not member of the LEG but may have participated in sector planning consultations and education sector reviews</p> <p>Importance: Medium</p>	No consultations conducted.

Appendix V List of consulted individuals

In total, 53 individuals were interviewed in Rwanda, of which 18 were women. All consulted individuals, except for two, were based in Kigali.

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministries and Agencies of the Republic of Rwanda and its constituent states			
Ministry of Education (MINEDUC)	MULINDWA, Samuel	Permanent Secretary	M
	BAGUMA, Rose	Director General	F
	MITALI, Lydia	Officer, Gender in Education	F
	KOBUSINGYE, Mary	In charge of Special Needs Education	F
	NGERAGEZE, Jean	M&E Specialist	M
	NYAMPUNDU, Benita	EMIS and Statistics Specialist	F
	KAGERUKA, Benjamin	Head of Department, Basic Education Quality & Standard	M
	MICO, Emmanuel	Director of Education Policy & Analysis	M
Ministry of Public Service and Labour (MIFOTRA)	MBABAZI, Comfort	Director General, Public Service Management and Development In charge of Teachers' Salaries	F M
Ministry of Local Government (MINALOC)	RUTAYISIRE, Alain	Ag. Director General, Planning	M
	KAYIGANA, Godfrey	Social Protection	M
Ministry of Gender and Family Promotion (MIGEPROF)	NIYONZIMA, Theoneste	ECD Specialist	M
Rwanda Education Board (REB)	NDAYAMBAJE, Irénée	Director General	F
	BIZIMANA, M	Ag. Director ERTM	M
	MUGABO, Clement	Ag. Director Planning Unit	M
	NGOGA, James	HoD, TDMCGC	M
	RUTALI, Gerard	Director of Selection	M
	MURUNGI, Joan	HoD, CTLRD	F
	NIYIZAMWIYITIRA, Christine	HoD, ICTE	F
	BACUMUWENDA, Nehemiah	Technician, CPMD	M
	NYANDWI, Leonidas	Technician, TDM	M
	RWAYITAR, Pascal	Technician, TDM	M

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	MURASIRA, Gerard	HoD, TDM	M
Workforce Development Authority (WDA)	GATABZI, Pascal	Director General	M
	GENEROUSE	Planning Officer	F
Higher Education Council	MUVUNYI, Emmanuel	Executive Secretary	M
Gasebo District Stakeholders	KIMENYI, Burakali	District Director of Education	M
	UWASE, Adolphine	District Education Officer, Secondary & TVET	F
	NTAGWERE, Vedaste	Kacyiru Sector Education Officer	M
	HABANABASHAA, Jean Baptiste	Head Teacher, GS Kagugu	M
	BYOMBI KAMASA, Vedaste	NGO Representative & JADF Executive Member	M
Rwamagana District Stakeholders	NKUNZIANA, Elias	District Education Officer	M
	RWENA, Mussa	District Education Officer	M
	MUSENGUNABA, Nino	School Construction Engineer	F
	KNERAMUGABA, Janvier	Sector Education Officer	M
Bilateral and multilateral donor agencies			
DfID (Grant Agent)	CHING'OMA, Alice	Education Advisor	F
	HARVEY, Steve	Education Advisor	M
UNICEF (Coordinating Agency)	MCGINTY, Sara	Chief, Education	F
UNESCO	WALLET, Peter		M
USAID	GRONHOVD, Luann	Director, Education Office	F
	James		M
JICA	FURUKAWA, Norihide	Program Officer, Education	M
	SUGIYAMA, Ryuichi	Team Leader, Pedagogy	M
GIZ	SCHALKWIJK, Lucy	Component Manager TVET and Skills Development	F
	Elias		M
GPE	DHAR, Subrata	GPE Country Lead	M
Civil Society and Teachers' Union			
Rwanda Teacher's Union (SNER)	KAMPIRE, Jeanne d'Arc	National Executive Committee Member	F
	MUAYIRANGA, Lilane	Public Relations Officer	F

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
	MUKANGANGO, Stephane	Ag. Secretary General	M
NGOs and faith-based education service providers			
Mastercard Foundation	MCINTYRE, James	Program Manager	M
Wellspring	KARANGWA-MILES, Libby	Chair, RENCP	F
	SIBOMANA, Emmanuel		M

Appendix VI List of Reviewed Documents

- “Annex 1: ESSP Endorsement – Signatures from the LEG”, (no author), February 24th, 2015.
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Appendix VII Progress on ESSP 2013-2018 implementation

		2012	2013	2014	2015	2016	2017 target	Comment
SO 1: Increased equitable access 9 years, expanding access to 12 years								
1.1	Gross Enrolment Rate (GER) in primary	123.5%	138.5%	134.3%	135.3%	139.6%	100.0%	139.1% Deteriorated
1.2	Net Enrolment Rate (NER) in primary	96.5%	96.6%	96.8%	96.9%	97.7%	100.0%	98.0% Improvement, target not met
1.3	Gross Primary Completion Rate	72.7%	69.0%	61.3%	60.4%	65.2%	75.0%	79.3% Improvement, target met
1.4	Transition rate primary to lower secondary	86.2%	73.4%	72.6%	71.1%	74.5%	89.0%	No improvement
1.5	GER in lower secondary	49.2%	49.8%	46.6%	45.9%	42.5%	86.0%	44.8% Deteriorated
1.6	NER in lower secondary	21.0%	22.7%	22.8%	23.2%	22.6%	40.0%	24.4% No improvement
1.7	Transition rate lower to upper secondary	95.3%		88.3%	82.8%	85.1%	85.0%	Improvement, target met
1.8	GER in upper secondary	27.1%	32.6%	34.4%	33.2%	31.2%	32.0%	30.6% Improvement, target not met
1.9	NER in upper secondary	25.4%	26.3%	27.3%	20.9%	23.5%	42.0%	23.8% No improvement
1.12	Primary pupils: classroom ratio		82:1	80:1	80:1	81:1	83:1	80:1 Improvement, target met
1.13	Primary pupils per class	43	43:1	42:1	43:1	43:1	40:1	43:1 No improvement
1.14	Secondary pupil: classroom ratio	40	38:1	35:1	33:1	33:1	38:1	35:1 Improvement, target met
SO2: Increased equitable access to education for students with special educational needs								
2.1	Number of children with disabilities enrolled in primary and secondary			25,770	23,320	26,950	38,308	31,613 Improvement, not met target
2.2	Number of teachers with training on special needs students	361				2,637	9,854	4,557 Improvement, not met target

		2012	2013	2014	2015	2016	2017 target	2017	Comment
SO 3: Improved quality and learning primary and secondary									
3.5	Primary repetition rate	12.5%	18.3%	20.7%	18.4%	16.4%	7.7%		No improvement
3.6	Primary drop-out rate	11.1%	14.3%	10.3%	5.7%	5.6%	5.7%		Improvement, target met
3.8	Lower Secondary repetition rate	6.2%	11.6%	11.6%	11.6%	7.3%	2.6%		No improvement
3.9	Lower Secondary dropout rate	11.7%	14.7%	14.4%	6.5%	6.3%	11.3%		Improvement, target met
3.11	Upper Secondary repetition rate	1.7%	3.8%	4.0%	6.0%	3.0%	1.0%		Deteriorated
3.12	Upper Secondary dropout rate	6.0%	6.2%	5.9%	2.5%	2.5%	2.4%		Improvement, target met
SO 4: Qualified, suitably-skilled and motivated teachers									
4.1	Primary pupil: qualified teacher ratio	62:1	63:1	61:1	62:1	62:1	48:1	59:1	Improvement, target not met
4.2	Secondary pupil: qualified teacher ratio	34:1	32:1	30:1	29:1	28:1	31:1	26:1	Improvement, target met
	Pre-primary pupil: teacher ratio	40:1	38:1	34:1	34:1				Improvement
SO 5: Increased equitable access to relevant, high quality demand driven TVET Programs									
5.2	% employers satisfied with TVET graduates			80%	78%		>90%	75%	Deteriorated
SO 5: Increased equitable access to affordable, relevant, academically excellent higher education that also delivers quality research outputs									
6.1	% employers satisfied with graduates		79%	80%			>90%	80%	Deteriorated
SO 7: Access to school readiness programs, pre-primary									
7.1	GER in pre-primary	12.9%	15.7%	17.5%	20.2%	23.8%	29.9%	24.1%	Improvement, target not met
7.2	NER in pre-primary	12.7%	12.7%	13.3%	14.2%	17.5%	28.0%	20.6%	Improvement, target not met

		2012	2013	2014	2015	2016	2017 target	2017	Comment
SO 8: Strengthened performance in science, technology and innovation at all levels, application in the economy									
	% primary schools with computers					65.8%		69.8%	Improvement
8.2	% primary schools with internet		4.0%		8.0%	9.8%	10.1%	25.1%	Improvement, target met
8.5	% secondary schools with internet		14.0%		13.0%	35.4%	100.0%	41.4%	Improvement, target not met
8.6	% secondary schools with computers		76.0%		81.0%	78.0%	95.0%	84.7%	Improvement, target not met
8.7	% secondary schools with required science facilities (science kits)		71.0%		68.0%	67.0%	90.0%	66.0%	Deteriorated
8.9	% of students enrolled in STEM fields at upper and higher education		59%30%	55.2%34%	55%34%	60%28%	61%30%	57%27%	No improvement
SO 9: Increased access to Adult Basic Education, literacy									
9.2	% of literate population over 15 years		68.0%	71.0%			90.0%		Improvement, target not met
9.3	Number of adults enrolled in literacy centers	145,065	126,898	112,656	95,829	126,165	239,329		Deteriorated

Appendix VIII Rwanda sector financing data

ISSUE	DATA
Total domestic educ. expenditure	26 % increase from 191 billion RWF in 2011 to 240 billion RWF in 2017 ²⁸³
Education share of total government Expenditures	Decreased from 15.3% in 2011 (UIS data) to 12.9% in 2017 ²⁸⁴
% of domestic education financing allocated to Pre-Primary education	Increased from 0.16% to 1.67% between 2011-2017 (JRES data)
% of domestic education financing allocated to Primary education	Increased from 37.4% to 40.1% between 2011-2017 (JRES data)
% of domestic education financing allocated to Secondary education ²⁸⁵	Decreased from 31.4% to 29.1% between 2011-2017 (JRES data)
Funding by expenditure type (recurrent)	Increased from 79% in 2011 to 86% in 2017 (JRES data)
Amount of international financing	Decreased by 29 % from US\$98.6 million in 2010 to US\$68.6 million in 2016 (UIS data)
Education ODA as share of overall ODA	Decrease from 10.56 % in 2010 to 5.85 % in 2016 (UIS data)
ESPIG amount as % of education ODA during review period	ESPIG funding represented 10.5 percent of all education ODA and 16 percent of basic education ODA from 2015-2018.
ESPIG amount at % of <u>actual</u> ESP financing	ESPIG funding represented 3.2 percent ²⁸⁶ of total ESSP costs from 2015-2017. ²⁸⁷

²⁸³ Based on 2017 ESA data and including all expenditures through MINEDUC, education agencies and the districts (i.e. MINALOC). In its 2018 ESPIG application, the GoR also presented additional education expenditures for the years 2014-2017, such as expenditures through the Genocide Survivors Assistance Funds (FARG) or through health or nutrition programs. These additional expenditures would increase the education expenditures for 2017 with 14 percent, from 240 billion RWF to 272 billion RWF.

²⁸⁴ % of total government expenditures including debt service. As UNESCO UIS only have accurate budget data up until 2015, data for 2017 is taken from the GoR's 2018 ESPIG application. If debt service is excluded, education share of total government expenditures decreased from 16.8 percent in 2014 to 16 percent in 2017.

²⁸⁵ Country-level budget data does not distinguish between lower and upper secondary education.

²⁸⁶ I.e. 21.6 billion RWF out of 684 billion RWF.

²⁸⁷ Calculations made based on ESA 2017 data on reported GPE contributions and allocated funding for ESSP implementation.

Appendix IX Selected system-level country data

Changes suited to remove barriers to equitable access to education

ISSUE	OBSERVATIONS
Changes in # of schools relative to # of children	<p>Number of classrooms grew 10.4 percent at primary level (3,013 classrooms) and 33.3 percent at secondary level (4,498 classrooms) from 2012-2017, slightly outpacing growth in student population</p> <p>Change in pupil-classroom ratio:</p> <ul style="list-style-type: none"> – Primary level: 83:1 (2012) to 80:1 (2017) – Secondary level: 40:1 (2012) to 35:1 (2017)
Changes in average distance to school	N/A
Changes in costs of education to families	Households contribute on average 4 percent of their annual expenditures on schooling and financial considerations (school costs) are the single most important factor leading to dropouts.
Changes in availability of programs to improve children's readiness for school	<p>Number of pre-primary schools grew 70.5 percent from 2012-2017 (number of classrooms increase to 1,318 total).</p> <p>Pupil-Classroom ratio: 41:1 (2016-2017)</p>
New/expanded measures put in place to meet the educational needs of children with special needs and learners from disadvantaged groups	<p>Important improvements observed during the review period:</p> <ul style="list-style-type: none"> – Special Needs and Inclusive Education Policy and strategic plan developed (2017) – New School of Special Needs and Inclusive Education at University of Rwanda-College of Education (UoR-CoE) (2015) – New teacher training modules and new curriculum aligned with competency-based curriculum developed (2016) – 3,398 teachers trained in special needs education (2016-2017) <p>18% of primary and 23.5% of secondary schools had adequate infrastructure for students with disabilities (2017)</p>
New/expanded measures put in place to further gender equality in education	<p>Girls outperform boys in most indicators related to enrollment, dropout, repetition, completion and examination pass rates at primary and secondary level, therefore no interventions planned at this level</p> <p>Adjusted Gender Parity Index (GPIA) in lower secondary went from 0.87 (2010) to 1.16 (2015), i.e. from favouring boys to favouring girls. In primary, GPIA went from 1.04 (2010) to 1.22 (2015), strongly favouring girls.</p> <p>For TVET and higher education, several sensitization campaigns were implemented.</p> <p>National Girls' Education Policy drafted in 2017</p>

ISSUE	OBSERVATIONS
Other (may vary by country)	<p>National School Feeding Policy developed in 2016. By 2017, 66 percent of secondary, 7.7 percent of primary and 15.4 percent of pre-primary students received meals through the program.</p> <p>Increased access to latrines from 81/84 percent to 97/98 percent for primary/secondary schools (2016-2017). For pre-primary, increased from 50 to 72 percent.</p> <p>Increase in TVET providers: Number of Vocational Training Centers increased by 66% (116 to 193); Number of Technical Secondary Schools by 20% (160 to 192); Number of Polytechnics increased by 750% (2 to 17).</p>

Changes suited to remove barriers to quality education

ISSUE	OBSERVATIONS
Changes in Pupil/teacher ratios	<p>Increase in the total number of teachers.</p> <p>Pupil-teacher ratio:</p> <ul style="list-style-type: none"> – Pre-primary: 40:1 (2012) to 32:1 (2017) – TVET: 30:1 (2012) to 13:1 (2017)
Changes in pupil/trained teacher ratio	<p>Increase in the proportion of qualified teachers from 95.6 percent (2012) to 98.2 percent (2017) in primary schools.</p> <p>Secondary schools have disproportionately recruited more teachers without formal qualifications - decline in proportion of qualified teachers in secondary schools from 67.4 percent (2012) to 58.8 percent (2017).</p> <p>Pupil-qualified teacher ratio:</p> <ul style="list-style-type: none"> – Primary: 62:1 (2012) to 59:1 (2017) – Secondary: 34:1 (2012) to 26:1 (2017)
Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)	N/A
Changes in relevance and clarity of (basic education) curricula	Development of new competency-based curriculum
Changes in availability and quality of teaching and learning materials	4.8 million new primary books delivered (2018)
Changes to pre-service teacher training	<p>Pre-service teacher training modules developed that are aligned with new curriculum</p> <p>Establishment of TVET Trainer Institute (RTTI) in 2018</p> <p>Most basic education teachers trained in new curriculum</p>

ISSUE	OBSERVATIONS
Changes to in-service teacher training	<p>UoR-CoE introduced a program to allow unqualified teachers to obtain formal qualifications through in-service training.</p> <p>Cascade method used to provide in-service training on new curriculum to all primary/secondary teachers.</p> <p>Expansion of the school-based mentorship program, which was introduced in 2012, that trains teachers (mentors) to provide training to newly qualified teachers in English and ICT - expanded from one mentor per sector to one mentor per school.</p>
Changes in incentives for schools/teachers	
Other (may vary by country)	<p>Development and implementation of the 2016 Rwanda National Qualifications Framework (RNQF) and the Rwanda Technical Qualifications Framework (RTQF). The RNQF harmonizes existing certification procedures for the entire sector. The RTQF establishes seven levels of certifications for the TVET sub-sector.</p> <p>Strengthening of computer literacy in basic education: 70% of primary schools and 84% of secondary schools had internet connectivity in 2017; 30,000 laptops provided to primary school students in 2015-2016.</p>

Progress in strengthening sector management

ISSUE	OBSERVATIONS
Changes in the institutional capacity of key ministries and/or other relevant government agencies (e.g. staffing, structure, organizational culture, funding)	<p>Capacity trainings provided to school officials, members of Parent—Teacher Associations (PTA) and members of School General Assemblies: 7,300 PTA/School General Assemblies and 2,027 school officials trained between 2012-2017 in management skills.</p> <p>REB developing a standardized competency framework for developing teacher competencies.</p> <p>Shift of responsibilities for managing DEOs and SEOs from MINALOC to MINEDUC (i.e. from district-level to central-level authorities).</p>
Is a quality learning assessment system (LARS) within basic education cycle in place?	<p>Learning Assessments in Rwandan Schools (LARS) were conducted in 2011 (P3 level), 2014 (P2 and P5 levels) and 2017 (P3, P6 and S3).</p> <p>Early-Grade Reading Assessment (EGRA) done between 2011-2014 at lower primary (P1-P3).</p>
Changes in how country <u>uses</u> LARS.	Current efforts being made to introduce a learning assessment system with annual assessments.
Does country have functioning EMIS?	Efforts being made to upgrade and harmonize existing EMIS
Changes in how country <u>uses</u> EMIS data to inform policy dialogue, decision making and sector monitoring	
Other (country specific)	

Appendix X Selected impact-level country data

Impact level trends

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Learning outcomes	Data is insufficient to compare trends over time.
Changes/trends in learning outcomes (basic education) during period under review (<u>by gender, by socio-economic group, by rural/urban locations</u>)	
Equity, gender equality and inclusion	<ul style="list-style-type: none"> Primary GER deteriorated (increase) from 123.5% to 139.1% between 2012-207. Primary NER improved marginally from 96.5 to 98%. Lower secondary GER declined from 49.2% to 44.8%. Lower secondary NER increased from 21% to 24.4%. Pre-primary NER improved from 12.7% to 20.6%. Pre-primary GER improved from 12.9% to 20.6%
Changes in (i) primary completion rate and (ii) lower secondary completion rate (by gender)	<ul style="list-style-type: none"> Primary completion ratio decreased overall between 2012-2016 from 72.7 to 65.2% before improving significantly in 2017 to 79.3%.²⁸⁸
Changes in out of school rates for (i) primary and (ii) lower secondary	Data is insufficient to compare trends over time.
Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic, urban/rural and/or economic backgrounds depending on data availability)	Data is insufficient to compare trends over time.
Changes in transition rates from primary to lower secondary education (by gender, by socio-economic group)	<ul style="list-style-type: none"> Transition rates lower secondary: the proportion of children transitioning from lower to upper secondary declined from 95.3% to 85.1% between 2012-2016.

²⁸⁸ UNESCO UIS data show a similar trend: PCR declining from 70 percent to 62 percent from 2012-2015, before increasing to 76 percent in 2016 and 76 percent in 2017.

ISSUE	OBSERVED TRENDS (UP TO AND INCLUDING DURING REVIEW PERIOD)
Changes in dropout and/or repetition rates (depending on data availability) for (i) primary, (ii) lower-secondary education	<ul style="list-style-type: none">• Primary and lower secondary repetition rates deteriorated. From 2012-2016, the share of children repeating a school level increased significantly at the primary level (from 12.5% to 16.4%) and grew marginally at the lower secondary (from 6.2% to 7.3%).• Primary and lower secondary drop-out improved. From 2012-2016, the proportion of children dropping out of school declined substantially at the primary (from 11.6% to 5.6%) and lower secondary level (from 11.7% to 6.3%)

Appendix XI Terminology

Alignment	Basing support on partner countries' national development strategies, institutions and procedures. ²⁸⁹
Basic education	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
Capacity	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals, e.g., resources, enabling environment) and capabilities (knowledge, skills). ²⁹⁰
Education Management and Information System (EMIS)	A system for the collection, integration, processing, maintenance and dissemination of data and information to support decision-making, policy-analysis and formulation, planning, monitoring and management at all levels of an education system. It is a system of people, technology, models, methods, processes, procedures, rules and regulations that function together to provide education leaders, decision-makers and managers at all levels with a comprehensive and integrated set of relevant, reliable, unambiguous and timely data and information to support them in fulfilling their responsibilities. ²⁹¹
Education systems	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. ²⁹² Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs and behavioral norms that affect how actors react and adapt to changes in the system. ²⁹³

²⁸⁹ OECD, Glossary of Aid Effectiveness Terms.

<http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>. GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

²⁹⁰ Mayne, John. *The COM-B Theory of Change Model*. Working paper. February 2017

²⁹¹ GPE 2020 Results Framework Indicator 20 Methodology Sheet.

²⁹² Moore, Mark. 2015. Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform. RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K.

²⁹³ World Bank. 2003. *World Development Report 2004: Making Services Work for Poor People*. Washington, DC: World Bank; New York: Oxford University Press.

Equity	In the context of education, equity refers to securing all children's rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. ²⁹⁴
Financial additionality	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
Gender equality	The equal rights, responsibilities and opportunities of women, men, girls and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. ²⁹⁵
Harmonization	The degree of coordination between technical and financial partners in how they structure their external assistance (e.g., pooled funds, shared financial or procurement processes), to present a common and simplified interface for developing country partners. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors' reporting processes and procedures, along with uncoordinated country analytic work and missions. ²⁹⁶
Inclusion	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures and communities, and reducing exclusion from and within education. ²⁹⁷

²⁹⁴ Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal. GPE 2010; p.3.

²⁹⁵ GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

²⁹⁶ Adapted from OECD, Glossary of Aid Effectiveness Terms <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>, and from Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (30) Proportion of GPE grants using: (a) co-financed project or (b) sector pooled funding mechanisms.

²⁹⁷ GPE 2010, p.3.

Appendix XII Acronyms

CA	Contribution Analysis
CBC	Competency-Based Curriculum
CEQ	Country Evaluation Question
CL	Country Lead
CPD	Continuous Professional Development
CoE	College of Education
CRS	Creditor Reporting System
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CSR	Country Status Report
DEO	District Education Officer
DCP	Developing Country Partner
DFID	Department for International Development (United Kingdom)
ECD	Early Childhood Development
EDC	Education Development Center
ECE	Early Child Education
EDP	Education Development Partner
EFA	Education for All
EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESP	Education Sector Plan
ESSP	Education Sector Strategic Plan
ESPDG	Education Sector Plan Development Grant

ESPIG	Education Sector Plan Implementation Grant
ESWG	Education Sector Working Group
EU	European Union
FTI	Fast Track Initiative
GA	Grant Agent
GDP	Gross Domestic Product
GER	Gross Enrollment Rate
GIR	Gross Intake Ratio
GNI	Gross National Income
GoR	Government of Rwanda
GPE	Global Partnership for Education
GPIA	Adjusted Gender Parity Index
GRA	Global and Regional Activities
HDI	Human Development Index
HEC	Higher Education Council
HR	Human Resource
IBRD	International Bank for Reconstruction and Development
ICT	Information Communication Technology
IEC	Internal Efficiency Coefficient
IIEP	International Institute for Educational Planning
IPRC	Integrated Polytechnics Regional Center
ITRP	Independent Technical Review Panel
JICA	Japan International Cooperation Agency
JRES	Joint Review of the Education Sector
JSR	Joint Education Sector Review
KPI	Key Performance Indicator
KQ	Key Question

LARS	Learning Assessment Reporting System
LEG	Local Education Group
M&E	Monitoring and Evaluation
MDG	Millennium Development Goal
MINALOC	Ministry of Local Government
MINEDUC	Ministry of Education
MINECOFIN	Ministry of Finance and Economic Planning
MIFOTRA	Ministry of Public Service and Labor
MTR	Mid Term Review
NER	Net Enrollment Rate
NGO	Non-Governmental Organization
ODA	Official Development Assistance
OECD	Organization for Economic Co-Operation and Development
OOS	Out-of-School Rate
PCR	Primary Completion Ratio
PDG	Program Development Grant
PQTR	Pupil Qualified Teacher Ratio
PTR	Pupil Teacher Ratio
QAR	Quality Assurance and Review
REB	Rwanda Education Board
RF	Results Framework
RENCP	Rwanda Education NGO Coordination Platform
RTTI	Rwanda TVET Trainer Institute
SDG	Sustainable Development Goal
SEO	Sector Education Officers
Sida	Swedish International Development Cooperation Agency
SMC	School Management Committee

SNE	Special Needs Education
SoSN	School of Special Need
STEM	Science, Technology, Engineering and Math
TEP	Transitional Education Plans
ToC	Theory of change
TSS	Technical Secondary School
TVET	Technical and Vocational Examination and Training
U.K.	United Kingdom
UoR	University of Rwanda
UIS	UNESCO Institute for Statistics
UMG	Universalia Management Group
UNDP	United Nations Development Program
UNECE	United Nations Economic Commission for Europe
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
UoR	University of Rwanda
USD	United States Dollar
VTC	Vocational Training Center
VVOB	Flemish Association for Development Cooperation and Technical Assistance
WB	World Bank
WDA	Workforce Development Agency