



# **EDUCATION SECTOR STRATEGIC PLAN (ESSP) 2024–2029**

*“Providing the citizens of Rwanda with sustained and inclusive high-quality education for competencies, skills and values required to drive rapid socio-economic transformation”*

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# Acronyms

<b>AfCFTA</b>	African Continental Free Trade Area
<b>CESA</b>	Continental Education Strategy for Africa
<b>CPD</b>	Continuing professional development
<b>CSO</b>	Civil society organization
<b>ECD</b>	Early childhood development
<b>EICV</b>	Integrated Household Living Conditions Survey
<b>EMIS</b>	Education management information system
<b>ESSP</b>	Education Sector Strategic Plan
<b>ESYB</b>	Education Statistical Yearbook
<b>FBO</b>	Faith-based organization
<b>GoR</b>	Government of Rwanda
<b>HEC</b>	Higher Education Council
<b>ICT</b>	Information and communication technology
<b>LARS</b>	Learning Achievement in Rwandan Schools
<b>MINECOFIN</b>	Ministry of Finance and Economic Planning
<b>MINEDUC</b>	Ministry of Education
<b>MIS</b>	Management information system
<b>NER</b>	Net enrollment rate
<b>NESA</b>	National Examination and School Inspection Authority
<b>NG</b>	Non-governmental organization
<b>NISR</b>	National Institute of Statistics of Rwanda
<b>NST</b>	National Strategy for Transformation
<b>PPP</b>	Public-private partnership

<b>R&amp;D</b>	Research and development
<b>REB</b>	Rwanda Basic Education Board
<b>RP</b>	Rwanda Polytechnic
<b>RTB</b>	Rwanda TVET Board
<b>RTTI</b>	Rwanda TVET Training Institute
<b>RWF</b>	Rwandan franc
<b>SDG</b>	Sustainable Development Goal
<b>STEM</b>	Science, technology, engineering and mathematics
<b>TMIS</b>	Teacher management information system
<b>TSS</b>	Technical secondary school
<b>TTC</b>	Teacher training college
<b>TVET</b>	Technical and vocational education and training
<b>UN</b>	United Nations
<b>UR</b>	University of Rwanda
<b>VTC</b>	Vocational training centre
<b>WPL</b>	Workplace learning

# Foreword

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The Education Sector Strategic Plan (ESSP) 2024–2029 presents a comprehensive roadmap for the continued transformation of Rwanda’s education system. Grounded in national priorities and aligned with Vision 2050, the plan emphasises the central role of education in driving sustainable development, economic growth, and social inclusion.

Over the past five years, the education sector has made significant progress in expanding access, enhancing the quality of learning, and aligning educational outcomes with the evolving needs of the labor market. Today, more than one-third of Rwanda’s population is actively engaged in the education system—a milestone that reflects the collective commitment of all stakeholders.

Despite these achievements, the journey toward a high-performing and inclusive education system continues. The ESSP 2024–2029 sets out key priorities for the next five years, including strengthening foundational learning, expanding technical and vocational education, advancing higher education, promoting adult literacy, and reducing dropout rates. These strategic objectives aim to ensure that all learners, regardless of age, background, or circumstance, acquire the knowledge and skills needed to contribute meaningfully to national development.

The plan places a strong emphasis on equity and inclusion, reaffirming the sector’s commitment to leaving no one behind. Special attention will be given to learners with disabilities, out-of-school youth, and those from disadvantaged communities. Investments in digital learning, infrastructure, teacher development, and higher education will further position Rwanda’s education system to meet the demands of the future.

Achieving the goals of this strategic plan will require coordinated efforts and strong partnerships. The education sector calls on all stakeholders—public institutions, development partners, the private sector, civil society, and communities—to work together in realizing the shared vision of an inclusive, high-quality, and future-ready education system.

The ESSP 2024–2029 represents an important step forward in the sector’s long-term transformation. By working together, Rwanda can continue to build an education system that empowers every learner and supports the nation’s aspirations for prosperity, resilience, and innovation.



Digitally signed  
by  
MINEDUC (Minister of Education)

**Joseph Nsengimana**  
**Minister of Education**

# Executive summary

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Rwanda's Vision 2050 embodies a forward-thinking ambition to drive economic prosperity and ensure inclusive wealth creation for all Rwandans. Central to this vision is a commitment to implementing transformative reforms in healthcare, education and skills development. Recognizing education as a cornerstone of national development, the Education Sector Strategic Plan (ESSP) 2024–2029 serves as a comprehensive roadmap to address key challenges in the education sector while building past achievements.

Over the past seven years, Rwanda's education sector has achieved significant progress in access, quality and relevance. The number of students enrolled in education increased from 3.6 million to 4.8 million, meaning more than one-third of the population is in the education system. Key initiatives have focused on ensuring the availability of adequate learning materials, strengthening teacher capacity and improving school infrastructure. Additionally, significant efforts have been made to align curricula with labor market demands, particularly in technical and vocational education and training (TVET) as well as higher education.

Over the next five years, the primary goal is **to enhance the quality and market relevance of education**. To achieve this, the sector will focus on the following priorities:

- Ensure timely access to quality education in basic education.
- Enhance the quality of education at all levels, with a focus on improving learning outcomes at foundational grades
- Scale up access to market-relevant education in basic TVET and higher education.
- Enhance ICT integration in education at all levels.
- Enhance data and evidence-based teacher decision making, school leadership, and accountability at all levels of education.

The ESSP covers all levels of education, including pre-primary, primary, general secondary education, TVET, higher education and adult education. To fulfil the ESSP objectives, the sector will prioritize expanding inclusive access and improving the quality of education across all levels.

Increasing pre-primary enrollment will be facilitated through expanded infrastructure, the recruitment of trained teachers, and the provision of adequate teaching materials. Additionally, adult education programs will be expanded to help parents support their children's education.

In primary education, the priority will be improving learning outcomes and reducing dropout and repetition rates. Key interventions include expanding infrastructure to address overcrowding, strengthening school feeding programs and improving teacher training, with a particular emphasis on English proficiency. Furthermore, special and inclusive schools will be reinforced to ensure that children with special educational needs and disabilities receive equitable learning opportunities.

For secondary education, efforts will be directed towards increasing net enrollment and improving learning outcomes by strengthening teacher capacity and expanding access to science, technology, engineering and mathematics (STEM) resources. Moreover, creating and providing alternative pathways for out-of-school youth to reintegrate into formal or non-formal education will be a key priority over the next five years.

In TVET and higher education, the focus will be on aligning curricula with labor market demands and strengthening research capacity. For TVET, this will involve establishing technical secondary schools (TSS) of excellence in all districts and vocational training centers in every cell nationwide. In higher education, efforts will center on introducing market-driven undergraduate and postgraduate programs while expanding the PhD workforce. Infrastructure development and the provision of essential resources (consumables) for quality teaching will remain key priorities. Additionally, the integration of information and communication technology (ICT) into teaching and learning will be a major priority, with a focus on equipping schools with electricity, digital devices and internet connectivity, alongside comprehensive teaching training in digital skills.

Governance, data systems, accountability and benchmarking mechanisms will be reinforced to ensure that education decisions and policies are informed by real-time evidence. Over the next five years, cross-cutting actions will be integrated, including climate and environmental sustainability, gender equality and inclusion, peace and values education, as well as health and nutrition. These efforts aim to foster a holistic approach to both individual and national development.

Achieving these goals will require strong collaboration among government agencies, non-governmental organizations (NGOs), and the private sector. This ESSP serves as a guiding framework for all stakeholders to coordinate efforts in enhancing the quality and market relevance of education over the next five years.

The ESSP document has six chapters:

Chapter 1 provides an overview of the ESSP, emphasizing its alignment with national development priorities such as Vision 2050, the second National Strategy for Transformation (NST2) and global commitments like the Sustainable Development Goals (SDGs).

Chapter 2 highlights key achievements, challenges and opportunities in Rwanda's education system. It covers access, equity, quality, relevance and governance across various sub-sectors, including pre-primary, primary, secondary, TVET, higher education and adult literacy. Chapter 3 presents the ESSP's vision, mission and priorities areas. It outlines strategic outcomes and interventions.

Chapter 4 details the institutional roles and responsibilities of key stakeholders, including the Ministry of Education (MINEDUC), its affiliated agencies and development partners, while Chapter 5 outlines mechanisms for tracking the progress of ESSP implementation. Finally, Chapter 6 provides an overview of the budgetary requirements for implementing the ESSP. It identifies funding gaps and proposes strategies to mobilize resources from government allocations, donor contributions and private sector investment.



## 1.1. Background

The Government of Rwanda (GoR) views education as a key sector in propelling sustainable economic transformation. The nation has made notable advances in improving access to education for all and there have been achievements in learning outcomes as well as the capacity of the system to measure and track these improvements. To build upon these achievements and drive a rapid, sustainable educational journey that fosters social, economic and institutional change, the implementation of a comprehensive ESSP for the next five years (2024–2029) is essential. This strategy will act as a foundational framework for delivering high-quality, relevant education that drives and sustains long-term progress. Its implementation will be carried out through annual sector and sub-sector plans, ensuring a structured and effective approach to achieving its objectives.

The gains and lessons learned from the previous ESSP and NSTI will contribute to the desired quality and relevance of the education momentum. Achieving this progress will require a paradigm shift by introducing innovative approaches in teaching, learning, assessment, investment, collaboration and accountability within the education system. It is crucial to align the functions of the education ecosystem with the broader vision of achieving upper-middle-income status by 2035 and high-income status by 2050. This ESSP provides a solid foundation for inclusive transformation, which will redefine the role of education in social and economic development. Further, the governance and accountability considerations in the education sector will have multiplier effects on decision-making at all levels.

The ESSP presents pathways and opportunities to enhance the education sector with the primary objective of strengthening the quality and market-relevance of education. This entails investments that target rapid advancement and regional positioning of modernized education systems, leveraging the country's human and social capital, ICT infrastructure and the favorable private investment environment. The goal is to ensure that ***“all children and youth are provided with high-quality education that equips them with the competencies, skills, and values needed to drive social and economic transformation”***. The ESSP prioritizes delivery efficiency in schools with a student-centric orientation whilst strengthening the collaboration and involvement of the private sector in research and innovation, with a focus on problem-solving initiatives that address the country's challenges. The ESSP also prioritizes higher education as the engine of socio-economic transformation, with a clear mandate for institutions like the University of Rwanda (UR) to lead reforms in academic programming, research excellence and infrastructure development.

## 1.2. Rationale of the ESSP

The primary objective behind this ESSP is to synchronize Rwanda's educational objectives with the national priorities set out in the second National Strategy for Transformation (NST2) as well as the evolving global development agenda based on the SDGs. This ESSP responds to the need for a highly skilled workforce, transformative research and a digitally advanced education system. To achieve this, it is imperative to evaluate the condition of education within the existing macroeconomic framework, while also considering the perspectives of various stakeholders and integrating both national and international priorities.

Given that Rwanda's education has experienced several operational, institutional and strategic changes, this ESSP serves as the comprehensive foundation to the development, consolidation and provision of education services in Rwanda for the next five years, alongside the NST2. It also acts as a guiding strategic framework for the creation of sub-sector educational plans aligned with the short-, medium- and long-term objectives. The ESSP will provide the framework for annual operational plans, targets and budgets over the five years of implementation. It also provides the direction for integrating cross-cutting issues that emanate from within and outside the education sector.

Throughout the ESSP period (2024–2029), there is a growing emphasis on using data strategically to inform decisions that are aligned with stakeholder needs and priorities. The strategic priorities of the ESSP are therefore considered to tackle the future goals and obstacles of the education sector, while also considering new trends and drivers of other sectors such as nutrition and health, widespread use of ICT, climate change and the environment. This strategic plan will continuously influence investment decisions as the education sector evolves to offer durable, high-quality education that is competitive on both regional and global levels.

### **1.3. Development of the ESSP**

The ESSP was developed through a comprehensive and inclusive process guided by the principle of 'leaving no-one behind'. Extensive consultations were held with wide range of stakeholders, including a series of technical retreats that informed the development of the guiding matrices. MINEDUC led the development of this strategy and remains committed to a collaborative, evidence-based approach to education policy planning and implementation.

The process was further strengthened by a thorough review of key national development frameworks, including Vision 2050, the previous ESSP, the Rwanda Education Strategy, and the Education Policy. Additional reference documents included NST1 and its mid-term evaluation, sector strategic plans, and district development strategies. Close collaboration with MINEDUC and its partners was central to the process. Stakeholders engaged included government entities, development partners, civil society organizations, the private sector, schools (students, teachers, and administrators), parents, and community leaders.



# 2

## **EDUCATION SECTOR ANALYSIS**



## 2.1. Overview of the education sector

An in-depth analysis of the education sector ecosystem provided critical insights into the strategic priorities that will guide efforts to uphold and improve equitable access to quality education in Rwanda over the ESSP period (2024–2029). These priorities reflect national challenges and opportunities and were central in shaping the direction of the Plan. Key transformations include the introduction of a skills-aligned curriculum and the establishment of centres of excellence in universities, with plans to expand similar centres across all 30 districts at the TVET level. In parallel, strengthened assessment mechanisms—such as the Learning Achievement in Rwandan Schools (LARS)—have contributed to improved quality assurance and system management. These efforts are supported by key institutions including the National Examination and School Inspection Authority (NESA), the Higher Education Council (HEC), and the Rwanda TVET Board (RTB).

To reinforce the foundations of the ESSP, a comprehensive situation analysis was conducted, including a strengths, weaknesses, opportunities, and threats (SWOT) assessment across each education subsector. This analysis highlights the distinct characteristics and challenges at each level, informing the design of targeted priority interventions.

Rwanda’s education system is structured into three main streams:

1. General education
2. Technical and Vocational Education and Training (TVET)
3. Professional education

General education is further subdivided into basic education (comprising pre-primary, primary, lower secondary, and upper secondary) and higher education. In recent years, there has been a strong emphasis on foundational learning—particularly in pre-primary and lower primary—as the cornerstone for literacy and numeracy development. This focus is guided by Rwanda’s dedicated Foundational Learning Strategy.

The TVET stream is subdivided into two levels: basic TVET (Levels 1–5) and higher learning TVET (Levels 6–9). Rwanda’s education system also promotes lifelong learning through adult education opportunities, which may take place within the context of general education or TVET.

Education services are delivered by three main stakeholders: the Government (public sector), the private sector, and faith-based organizations (FBOs). Across subsectors, institutions include a mix of public, government-subsidized, and privately-owned schools. As of 2024, there are 4,986 schools offering general education and basic TVET, including private institutions.

Despite this diversity, private-sector involvement remains limited—particularly in areas such as STEM education, skills development, and research. To unlock greater potential, it is essential to establish clear frameworks that outline both the incentives and risks of increased private-sector participation, with the aim of achieving a more transformative impact across the system.

Over the past seven years, significant progress has been made in expanding access to education and improving its quality. More than 267 new schools have been established, and over 32,500 additional classrooms built to alleviate overcrowding, particularly in primary education. The number of qualified teachers has also increased, alongside essential educational resources such as textbooks, computers, and teacher training programs. These efforts have contributed to measurable improvements in student learning outcomes, as reflected in the 2023 LARS report.

However, challenges persist, particularly in the areas of quality and access. Notably, the net enrollment rate (NER) in pre-primary education remains low at 44.7% (2023/24), and only 35% of schools currently utilize ICT for teaching and learning.

Other persistent issues include gaps in teacher competencies, the prevalence of over-age learners, low intake rates, high repetition and dropout rates, and limited direct participation of the private sector in education delivery.

In higher education, institutions such as the University of Rwanda (UR) have emerged as leaders in research and innovation. However, key challenges remain. Only 23.8% of academic staff hold PhDs, and the sector continues to face constraints in infrastructure, research funding, and strong linkages between academia and industry. These gaps, combined with a mismatch between graduate skills and labor market needs, have contributed to persistently high graduate unemployment.

Addressing the supply-demand mismatch in the labor market will require greater efforts to align higher education with evolving workforce demands and improve job-matching. Similarly, significant gaps in adult education highlight the need to align programs with global best practices—ensuring that learning remains relevant, inclusive, and supportive of lifelong learning opportunities.

## **2.2. Situation analysis of the education sector**

**2.2.1.** The key milestones, strategic issues, and challenges identified in the situation analysis will inform the strategic actions to be implemented across all levels of education in Rwanda over the next five years.

### **2.2.2. Access and equity in basic education**

Despite recent progress in school construction—resulting in a reduction of the pupil-classroom ratio from 80:1 in 2017 to 60:1 in 2023/24—many classrooms remain overcrowded, particularly in pre-primary and lower primary education. This continues to affect both access and equity across the system.

Access to education has improved significantly, with the net enrollment rate in primary education now exceeding 95%. Pre-primary enrollment has also increased substantially, rising from 21% in 2017 to 44.7% in 2023/24. These gains are largely attributed to increased investments in infrastructure, teacher recruitment, and the expansion of both capitation grants and school feeding budgets. However, a major concern is that 30% of primary schools still operate on a double-shift system, resulting in students receiving only 22 hours of instruction per week—well below the recommended 42 hours. This is particularly problematic

in lower primary, which has been identified as a critical phase under Rwanda's **Foundational Learning Strategy**. As such, this level should be prioritized for targeted investments in both financial and human resources.

**Early learning is still viewed as a choice rather than a necessity by some parents.** Over 40 per cent of parents still see early learning as merely a choice, largely due to the historical lack of emphasis on early education. As a result, only 44.7 per cent of children aged 3–5 years have access to formal pre-primary education. Data does not show the percentage of 5-year-old children enrolled; and the new National Child Development Agency (NCDA) mapping tool does not allow specific ages to be isolated either.

Children often enter primary school without adequate preparation, resulting in high repetition rates and a substantial number of over-age learners—particularly in Primary 1 to 3 (P1–P3). This continues to place significant strain on the education system and budget. While remedial sessions are held in some schools, they are not yet structured or consistently evaluated for their effectiveness.

To respond to this challenge, the Ministry is advancing the design of a national Alternative Learning Program (ALP)—a flexible, accelerated learning pathway intended to support over-age and out-of-school learners. The ALP is expected to be implemented during the ESSP period and will play a key role in enabling these learners to catch up and reintegrate into age-appropriate education levels.

Improving school readiness also remains essential. This requires strengthening early learning programs, expanding teacher training, increasing the provision of quality teaching and learning materials, and scaling up structured remedial education—especially during the foundational learning years.

**Children with disabilities and special educational needs face limited access to education,** with only 65 per cent of children with disabilities (67 per cent of whom are girls) aged 6–17 attending school, compared to 82 per cent of their peers. Many children with disabilities, especially in rural areas, do not attend school due to the lack of disability-friendly infrastructure and early identification, assessment and referral services.

**Challenges in secondary school enrollment persist.** Despite a primary-to-lower-secondary transition rate of 94.2% in 2023/24, overall secondary enrollment remains low, with over one million secondary-school-aged children still enrolled in primary school. This signals both delayed progression and systemic inefficiencies that impact the overall quality and equity of the education system.

Another critical concern is the rise in underage pregnancies, which increased from 17,337 cases in 2017 to 33,423 in 2022—a 17.5% increase. This trend continues to undermine girls' access to and retention in secondary education, highlighting the need for stronger cross-sectoral strategies to protect and empower adolescent learners.

**While substantial progress has been made in expanding school feeding, further investment is needed to improve both the quality of meals and equity of access.** Persistent issues in procurement and supply chains, along with concerns around food quality and sanitary conditions, continue to affect program effectiveness.

Many parents struggle to pay school feeding contributions, especially given that 38% of the population lives below the poverty line (DHS, 2022). This financial burden is particularly acute at the secondary level, where contribution rates are disproportionately high relative to household income. Inadequate infrastructure—such as kitchens, cooking stoves, and access to clean water—also limits the reach and impact of school feeding programs.

One of the most pressing concerns is the use of firewood for cooking in 94.9% of schools. This not only poses health and environmental risks but also highlights the urgent need for investment in clean cooking technologies and sustainable energy solutions within schools.

### 2.2.3. Quality and efficiency in basic education

**Learning outcomes have shown encouraging improvements in recent years, particularly at lower primary level.** According to the 2023 LARS, the proportion of P3 students who read Kinyarwanda with comprehension increased from 68% to 83%. In English, students meeting the expected benchmark rose from 10% in 2021 to 38% in 2023—positive progress, though still below national learning targets.

Despite these gains, the quality of teaching remains a key constraint. English is the official medium of instruction across all levels of education in Rwanda, yet limited proficiency among both teachers and learners—especially in primary schools—continues to hinder effective teaching and learning. Only 4% of primary teachers and 38% of secondary teachers currently meet the minimum English proficiency standards (World Bank, 2018). In response, countrywide investments in English language training for teachers are now underway, aiming to raise overall proficiency and strengthen classroom instruction.

These challenges are further compounded by teacher recruitment patterns. As of the most recent data, 54% of pre-primary teachers and 35% of primary teachers lack formal training in education, having been recently recruited. This has direct implications for instructional quality and student achievement during the foundational learning years.

Consequently, learning gaps remain across core subjects—not only in English, but also in Kinyarwanda and Mathematics. Addressing these gaps will require sustained investments in teacher training, improved recruitment standards, and ongoing professional development aligned with foundational learning priorities.

**Dropout remains a persistent challenge in Rwanda’s education system, with a national average of 4.7 per cent recorded in 2023/24.** This is closely linked to weak learning outcomes, as reflected in Rwanda’s Learning-Adjusted Years of Schooling (LAYS), which stands at just 3.9 years—significantly below the sub-Saharan Africa average of 4.9 years (HCI, 2022). One of the key contributors to this low figure is primary school dropout, which is closely associated with student age. Only 43 per cent of learners who start Primary 1 (P1) complete the full primary cycle within six years, and just 13 per cent of those who enrolled in P1 completed Senior 6 (S6) within 12 years during the period 2012–2023/24. The highest incidence of dropout is observed during the transition from lower to upper secondary school. Dropout rates for 2023/24 stood at 5.2 per cent in primary, 4.1 per cent in lower secondary, and 4.8 per cent in upper secondary—well above the targets set under the National Strategy for Transformation (NSTI) (Education Statistics, 2023/24). The main drivers of dropout

include rising costs of education, learning barriers, increasing opportunity costs, supply-side constraints, and various household- and school-level factors (Laterite, 2019).

**Repetition rates have increased significantly over the past five years, highlighting persistent issues in student progression and learning recovery.** In primary education, the repetition rate rose from 13 per cent in 2018 to 29.7 per cent in 2023, while in secondary education it increased from 5 per cent to 13.8 per cent over the same period (Education Statistics, 2023/24). These trends suggest deeper structural challenges, including inconsistent student attendance, which is a known contributor to both grade repetition and eventual dropout (MINEDUC/UNICEF/Laterite, 2018).

Evidence from the 2018 Laterite study further shows that the likelihood of dropout increases in higher grades and is strongly associated with over-age enrollment. A key factor contributing to this is delayed school entry, often linked to limited access to pre-primary education. As such, children who start school late are at greater risk of falling behind and dropping out before completing their education.

**The basic education level continues to face high pupil-to-trained-teacher ratios, particularly in pre-primary and primary education.** With ratios of 106:1 in pre-primary and 65:1 in primary (Education Statistics, 2023/24), the shortage of trained teachers remains a pressing challenge. Moreover, gaps persist in subject-specific expertise, especially in Mathematics and English, where a significant number of teachers are not trained to teach these subjects effectively (LARS, 2022).

**The learning environment still faces key challenges that limit its ability to fully support quality education.** Gaps in access to and effective use of teaching and learning materials remain a concern. Many parents continue to struggle to afford essential learning resources, while schools across all levels experience shortages in both the quantity and quality of materials needed for effective instruction. Additionally, efforts to monitor and assess teaching and learning practices are hindered by low uptake of tools such as the Comprehensive Assessment Management Information System (CAMIS), which is currently used by fewer than 80 per cent of teachers and schools at the basic education level (NESA, 2024).

**Since its rollout in 2015, the Competence-Based Curriculum (CBC) has not undergone a formal evaluation.** To strengthen its delivery and ensure it meets its intended objectives, MINEDUC will undertake a comprehensive assessment of the CBC's implementation. Based on the findings, necessary reforms will be introduced to enhance curriculum effectiveness, with particular focus on improving foundational literacy and numeracy. Supporting interventions—such as targeted teacher training and the provision and effective use of teaching and learning materials—will continue to play a key role in reinforcing implementation.

#### **2.2.4. Access and equity in basic TVET**

**While Rwanda has made notable progress in expanding Technical and Vocational Education and Training (TVET), access and equity remain constrained by challenges such as inadequate infrastructure, limited equipment, and uncondusive learning environments.**

The national TVET enrollment rate currently stands at 38.7 per cent, positioning it as a key priority under both the National Strategy for Transformation (NST2) and the ESSP—particularly as the NST2 target is set at 60 per cent.

To improve access, deliberate efforts have been made to expand the network of TVET institutions, including Technical Secondary Schools (TSS) and Vocational Training Centres (VTCs). By 2024, 542 TVET schools had been established across all administrative sectors. However, despite this geographic expansion, enrollment levels remain low. This is largely attributed to persistent negative perceptions of TVET pathways, coupled with infrastructural and equipment gaps that continue to limit the quality and appeal of basic TVET provision.

**Equity in basic TVET remains a concern, particularly in relation to the low participation of girls and students with special needs compared to general education.**

Although the gender gap has narrowed in recent years—with a current male-to-female enrollment ratio of 55.3 per cent to 44.7 per cent (Education Statistics, 2023/24)—further efforts are required to promote inclusive participation across all TVET trades. This includes supporting girls and women to enroll in non-traditional programs and ensuring they benefit from a conducive learning environment. Key measures will include the integration of gender-sensitive curricula, appropriate infrastructure, and inclusive training approaches that address the specific needs of all learners.

### 2.2.5. Quality and relevance of basic TVET

**Despite ongoing efforts to enhance the quality and relevance of basic TVET, significant disparities remain in aligning schools with national quality standards and evolving industry demands.** Many institutions continue to operate without the modern equipment, consumables, and workshop facilities required for effective practical training. According to the 2023 NESA Quality Audit Report, only 50 per cent of TVET schools are currently rated as “excellent” or “good,” underscoring the need for continued investment to upgrade facilities and improve the overall learning environment.

The quality of basic TVET is further constrained by a shortage of qualified teachers with the pedagogical and technical expertise required to effectively deliver existing programs. High staff turnover and low retention levels compound this challenge, undermining continuity and quality in instruction. A key gap lies in the absence of structured pre-service training for TVET teachers, along with limited access to specialized in-service professional development. Addressing this requires the design and implementation of a sustainable and effective teacher development strategy.

While curricula for TVET levels 3–5 have been revised to align with labor market demands, adopt the Competence-Based Training and Assessment (CBT/CBA) model, and support vertical mobility, gaps remain in the availability and diversity of short courses and Level 1 and 2 programs. Expanding these entry-level options will be essential to broaden access and meet the needs of a wider range of learners.

**Access to adequate teaching and learning resources remains a major barrier to quality in basic TVET.** Many schools lack sufficient instructional materials, equipment, and textbooks aligned to the curriculum, limiting both teachers’ ability to deliver effective training and

students' opportunities for hands-on learning. There is a particular need for materials that provide practical guidance and cover all modules across trades.

The integration of ICT in teaching and learning also remains limited. Although 91.4 per cent of TVET schools are connected to the internet (Education Statistics, 2023/24), only 45.7 per cent actively use ICT for instructional purposes, and many schools lack enough devices to support blended or e-learning approaches. In STEM-related areas, infrastructure gaps are particularly pronounced: just 39.3 per cent of TVET schools have a smart classroom, fewer than 15 per cent are equipped with science laboratories, and only 55.7 per cent have access to science kits (Education Statistics, 2023/24). Addressing these deficits will be essential to improving the quality and relevance of TVET delivery across the country.

**Strong engagement with the private sector is essential to ensuring the quality and relevance of basic TVET.** While mandatory industrial attachments have been introduced for TVET levels 3–5, many schools and students face challenges in securing suitable industry placements. Other forms of workplace learning (WPL) have been piloted with promising results—particularly dual training programs at levels 3–5, short dual-track courses, and industry-based training for basic TVET graduates. These pilots have demonstrated that over 80 per cent of participating graduates secure employment within six months of completing their training.

To fully realize the potential of WPL, these models must be institutionalized, scaled, and sustained. Expanding access to industry-linked training opportunities will not only strengthen the employability of TVET graduates but also provide targeted pathways for unemployed and out-of-school youth through well-designed professional training programs.

### 2.2.6. Access and equity in higher general education

**Despite modest improvements, significant gaps remain in access to and equity in higher general education.** Enrollment per 100,000 inhabitants rose from 772 in 2016/17 to 946 in 2023/24, yet this remains well below the global average of 3,405 (UNESCO Institute for Statistics, 2023). Overall enrollment in higher learning institutions remains low, averaging just 30 per cent—largely due to limited infrastructure, particularly the insufficient number of public university classrooms to accommodate growing demand.

The number of higher learning institutions declined from 54 in 2016/17 to 37 in 2023/24, as institutions failing to meet the Higher Education Council (HEC) accreditation standards were closed. While these quality assurance efforts are critical, they have also contributed to reduced institutional capacity in the short term.

Gender disparities persist in higher education. Female students represent 47.5 per cent of total enrollment compared to 52.5 per cent for males. Closing this gender gap remains a priority under the current ESSP, with targeted initiatives aligned with broader gender equity goals across the education sector.

**Although secondary school completion rates have improved significantly—reaching 90 per cent in 2023/24—only around 50 per cent of Senior 6 (S6) graduates enrolled in university that year.** This gap highlights persistent barriers to higher education access, with affordability being the primary constraint.

Approximately 39 per cent of parents live below the poverty line, making it difficult to pay tuition fees for higher education.

Over 90 per cent of students in public universities are supported through the Government's higher education loan scheme, while only a small proportion are privately sponsored. This heavy reliance on public funding limits the sector's capacity to absorb more students and constrains its long-term sustainability.

To address these challenges, the ESSP prioritizes cost-reduction strategies such as expanding open and distance learning (ODL) for selected programs—particularly in the soft sciences. This would allow limited resources to be reallocated toward in-person delivery of hard science programs that require laboratories and other physical infrastructure.

The plan also encourages greater private sector involvement, including the provision of targeted grants in critical fields like medicine and engineering. Such grants could also be extended to students in private universities, provided they are enrolled in high-priority programs.

Persistent gender disparities in STEM participation also impact access to higher education. In upper secondary, 58.7 per cent of female students are enrolled in STEM subjects compared to 76.1 per cent of males, limiting the pipeline of girls pursuing science and technology fields at tertiary level.

While access to higher TVET has expanded—rising from 31.1 per cent in 2017 to 43 per cent in 2023—this still falls short of the national target of 60 per cent. Negative perceptions of TVET, insufficient practical training infrastructure, and limited industry engagement continue to pose barriers to equitable participation and progression.

### 2.2.7. Quality and relevance of higher education and research

**Enhancing the quality and relevance of higher education is essential for advancing Rwanda's human capital development agenda.** Persistent infrastructure gaps continue to affect the effectiveness of teaching and learning, while limited collaboration between academia and industry constrains innovation and practical skill development. In 2020, private sector investment accounted for 11.6 per cent of GDP, with small and medium enterprises (SMEs) comprising 90 per cent of the sector (NSDEPS, 2019–2026), underscoring the need for stronger alignment between higher education outputs and labor market demands.

Key challenges include a low qualified academic staff-to-student ratio—estimated at 120:1—and a limited proportion of academic staff holding PhDs, averaging 23.8 per cent (Education Statistics, 2023/2024). Additionally, the average employment rate for higher education graduates has remained around 45 per cent over the past decade, reflecting the persistent mismatch between academic programs and labor market needs.

**Despite progress in research and publication over the past decade, the annual per capita publication rate remains low, estimated at 0.6 against a target of 1.0.** Furthermore, much of the research being conducted does not sufficiently address societal challenges or community needs. Findings from the ESSP situation analysis suggest that limited investment in research may be a contributing factor, with gross domestic expenditure on research and development (R&D) accounting for only 0.79 per cent of GDP in 2022/23.

Opportunities exist to scale successful initiatives led by institutions such as the National Council for Science and Technology and the Rwanda Biomedical Centre, particularly in implementation and action-oriented research that directly responds to national and community priorities. Additionally, innovation awards and initiatives like Grant Challenges Rwanda could be further supported, including through strengthened engagement from the private sector.

### 2.2.8. ICT and STEM Equipment

**While progress has been made in expanding access to ICT infrastructure in schools, significant gaps remain both in terms of coverage and effective use.** Connectivity challenges remain widespread, with only 62 per cent of schools connected to the internet, and newly established TVET wings facing similar constraints. Furthermore, 65.2 per cent of school computer laboratories are not fully equipped with relevant ICT devices, limiting opportunities for digital learning. Although 97.4 per cent of schools have access to at least one computer, only 35.5 per cent actively use ICT in teaching and learning.

In secondary education, the current student-to-computer ratio stands at 8:1, compared to the NSTI target of 3:1. Only 44.7 per cent of secondary schools have at least two SMART classrooms, falling short of the 64.8 per cent target. Currently, the use of digital content in secondary schools stands at 53.3 per cent—below the NSTI target of 69.4 per cent. Moreover, teachers report difficulties in accessing CPD content on the REB e-learning platform, which further constrains ICT uptake in pedagogy.

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The integration of digital tools remains limited, partly due to the absence of a coordinated and sustainable approach to continuing professional development (CPD) for teachers. This includes weak coordination of ICT-related interventions, fragmented implementation support, and challenges in mobilizing resources.

Significant gaps persist in access to STEM equipment across all levels of education. In basic education, 88.4 per cent of schools lack science laboratories and essential equipment for effective STEM instruction.

### 2.2.9. Data and evidence for governance and risk management at all levels of education

**There has been good progress in the development and implementation of data systems to support education sector governance.** However, delays in consolidating and operationalizing the integrated Education Management Information System (EMIS) continue to hinder full functionality. Currently, core data systems—including the School Data Management Information System (SDMIS), the Teacher Management Information System (TMIS), the Comprehensive Assessment Management Information System (CAMIS), the Teaching and Learning Materials Management Information System (TLM-MIS), and the University of Rwanda's EB MIS—are managed by different institutions. This fragmentation creates challenges in data aggregation, interoperability, and the alignment of intervention models across sub-sectors.

Despite investments in these data systems, many education institutions demonstrate low capacity and limited appetite to leverage the available data for generating strategic insights. Data is often underutilized in planning, monitoring, and evidence-based decision-making processes. This is compounded by the absence of a national education research and learning agenda to guide the generation, synthesis, and application of knowledge across the sector. As a result, opportunities to use data and evidence to inform policy, anticipate risk, and strengthen system resilience remain largely untapped.

**Evidence-informed risk management and accountability processes remain underdeveloped across the education ecosystem, largely due to insufficient investment and limited managerial capacity.** Key data—such as teacher and student attendance—are not yet consistently collected, analyzed, or used to inform decision-making. As a result, governance mechanisms have struggled to address persistent challenges including absenteeism, dropout, and repetition. These gaps also reflect the need to strengthen collaboration between schools and communities to reinforce shared accountability.

Capacity development for education managers remains uneven, with limited opportunities to build critical competencies in areas such as resource mobilization, network and stakeholder management, effective ICT use, and modern procurement systems. To address these gaps, this ESSP includes targeted interventions aimed at upgrading managerial skills and strengthening leadership capacity at all levels of the education system.

**Approximately 5 per cent—have not operated at full capacity during natural disasters over the past five years, revealing ongoing weaknesses in risk preparedness and response mechanism.** These challenges persist despite periodic capacity-development initiatives targeting education sector managers, including training on risk management, governance, and refresher courses across key functional areas such as data management, analysis, and human resources. This underscores the need for more sustained, system-wide approaches to institutional resilience and risk mitigation.

## 2.2.10. Community engagement and adult education

**There are persistent technical and administrative gaps in effectively integrating communities into education activities.** One area of concern is the decline in adult literacy provision. The number of adult literacy centers decreased from 5,003 to 4,991, with 12 centers closing. Enrollment has also dropped, from 109,196 learners in 2023 to 99,255 in 2024. This downward trend highlights the need to revitalize adult education initiatives and strengthen community engagement structures to ensure inclusive and lifelong learning opportunities.

**Adult education and lifelong learning** provide critical pathways for out-of-school youth and adults to acquire essential skills and improve their socio-economic prospects. However, limited infrastructure and gaps in alignment with global best practices have constrained the growth and effectiveness of these programs. Access remains a challenge, particularly due to the high cost of short courses, which range from 500,000 to 1,800,000 RWF depending on duration and type—well beyond the reach of most citizens, especially considering that 39.1 per cent of Rwandans live below the poverty line. While a few private companies have partnered to deliver short courses through support from the Government and development partners, participation remains limited. Expanding access to affordable, demand-driven training opportunities is essential to promote inclusive and equitable lifelong learning.

## 2.3. Focus Areas for the ESSP: Addressing Sector Challenges and Sustaining Gains

To effectively respond to the persistent challenges facing the education sector—while building on progress achieved—the strategic focus over the next five years will be to enhance the quality, equity, and market relevance of education. The overarching goal is to ensure that all children and youth have access to high-quality learning opportunities that equip them with the competencies, skills, and values required to contribute meaningfully to Rwanda’s social and economic transformation.

This ESSP is anchored in the following guiding statements:

### **ESSP Vision Statement**

A globally competitive, inclusive, and high-quality education system that empowers all children and youth with the knowledge, skills, and values needed for individual prosperity and sustainable national transformation.

### **ESSP Mission Statement**

To provide equitable access to quality education at all levels, promote lifelong learning, and strengthen research, innovation, and industry linkages that drive Rwanda’s socio-economic transformation.

To achieve the ESSP’s mission and vision, the education sector will focus on the following objectives:

- Enhance the quality of education at all levels, with a focus on improving learning outcomes at foundational grades.
- Scale up market-relevant education in basic TVET and higher education, and boost research productivity
- Increase functional adult literacy.
- Ensure timely enrollment and progression through education levels.
- Strengthen efforts to reduce dropout rates and provide reintegration pathways for out-of-school children and youth.
- Enhance the use of ICT in education and strengthen school governance, data systems and accountability to ensure that education decisions and policies are informed by real-time evidence.

The ESSP outlines the following interventions to achieve these objectives:

- **Pre-primary education:** Increase net enrollment from 44.7 per cent to 65 per cent by expanding infrastructure, recruiting trained teachers, supporting early childhood development (ECD) centres, and providing age-appropriate, play-based learning materials.

- **Primary education:** Improve learning outcomes, focusing on foundational literacy and numeracy skills; reduce dropout and repetition rates; and enhance teacher training. School infrastructure will be upgraded to eliminate double shift, and inclusive education will be promoted by providing resources and capacity for special and inclusive schools.
- **General secondary education:** Increase enrollment from 29.1 per cent to 38.4 per cent, while strengthening learning outcomes across core subjects. Targeted efforts will also be made to provide alternative learning pathways for out-of-school children and youth, ensuring no learner is left behind. Expanding access to high-quality STEM education will be prioritized, with a particular focus on equipping secondary schools with science laboratories and essential instructional materials.
- **TVET:** Align education with labor market needs by establishing technical secondary schools of excellence and vocational training centres.
- **Higher education:** Position higher education institutions, particularly the University of Rwanda and Rwanda Polytechnic, as leaders in addressing labor market needs, advancing transformative research and fostering digital transformation.
- **ICT in education:** ICT is expected to play a significant role in enhancing the quality of education through expanded access to electricity, devices and internet connectivity.
- **Governance, data systems and accountability:** To ensure that education decisions and policies are informed by real-time evidence.

## 2.4. Alignment of the ESSP with national, regional and global goals

The ESSP 2024–2029 aligns closely with national, regional and global commitments by addressing key priorities in education, promoting equitable access and improving the quality of learning outcomes.

1. **National Strategy for Transformation (NST2):** The ESSP aligns closely with Rwanda’s NST2, particularly in its emphasis on improving enrollment in pre-primary education and enhancing the overall quality of education. NST2 also aligns higher education goals with skills development, digital transformation and private sector engagement.
2. **Rwanda Vision 2050:** The ESSP is a key instrument for realizing Rwanda’s Vision 2050, which aims for a knowledge-based economy and high standards of living for all Rwandans. By focusing on improving the quality of basic education, promoting digital literacy and investing in vocational and technical education, the ESSP contributes to building the human capital necessary to drive Rwanda’s long-term development ambitions. Vision 2050 also position higher education institutions as drivers of a knowledge-based economy through research and innovation.


- 3. Foundational Learning Strategy (FLS):** The ESSP is in harmony with Rwanda’s FLS, as it prioritizes foundational literacy and numeracy in early education. The plan includes specific interventions to enhance teacher capacity, curriculum development and student assessments to improve learning outcomes at the foundational level, a critical component of long-term educational success.
- 4. Rwanda Partnership Compact:** The ESSP also aligns with the Rwanda Partnership Compact by focusing on coordinating efforts among government agencies, development partners and the private sector to strengthen educational outcomes. Through collaboration, the plan ensures alignment of resources, policies and initiatives, thus enhancing efficiency and the achievement of education-sector goals.
- 5. Alignment with the SDGs:** The ESSP is directly linked to SDG 4, which aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. Rwanda’s plan emphasizes improving foundational learning, ensuring access for marginalized groups and enhancing the quality of education to meet global standards, aligning with the broader targets of the SDGs.
- 6. Continental Education Strategy for Africa (CESA):** Rwanda’s ESSP supports CESA’s goals of promoting science, technology and innovation, improving teacher development and fostering inclusive education systems. The strategic plan integrates regional objectives, contributing to Africa’s collective efforts to modernize education, enhance skills development and create knowledge-based economies.

In sum, the ESSP 2024–2029 is a comprehensive plan that ensures coherence with national aspirations and international commitments, laying a strong foundation for sustainable development through education.



# 3

## **STRATEGIC FRAMEWORK FOR THE EDUCATION SECTOR**



**Table 1: Summary of key national, regional and global alignment areas for the ESSP**

Level	Key commitment narratives
SDG 4	"Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all."
Agenda 2063 and CESA	"...significant investments in education with the aim of developing human and social capital through an education and skills revolution emphasizing innovation, science and technology."
EAC Vision 2050	"...harmonize education standards throughout the Community in order to reduce disparities."
AfCFTA	"...transformation in human capital development represents an important milestone in achieving an economically integrated Africa..."
Rwanda's Vision 2050	"Universal access to high quality education. A reformed education sector will lay the foundation for Rwanda to join the most advanced economies in 2050 with a market-driven education system".
NST2	Key NST2's commitments for the education sector include enhancing the quality of education at all levels with a focus on improving learning outcomes at foundational grades, scaling up market-relevant education in basic TVET and higher education, increasing functional adult literacy, ensuring timely enrollment and progression through education levels, and strengthening efforts to reduce dropout.
Future drivers of growth in Rwanda	"Innovation, Integration, Agglomeration and Competition for stimulating investments in emerging innovations."
Rwanda Education Strategy (2024–2050)	"Enhancing quality and transformative education for all." This is considered a key foundation of this ESSP.
Foundational Learning Strategy (2024/25–2028/29)	This strategy focuses on pre-primary and lower primary with a goal "to equip all children with basic literacy and numeracy, and to instill in them a love for learning from an early age when their brains are changing and developing rapidly."
Rwanda Partnership Compact	The Partnership Compact demonstrates the strong government commitment to the transformation of education in Rwanda by ensuring inclusive quality teaching and learning for all girls and boys.
Education Sector Policy	"The fundamental value of education lies in people's capacity to reach their full potential in order to play a leading role in social economic transformation of their societies, countries, and the world at large."

The strategic orientation of this ESSP is to sustain gains in access to education by enhancing student enrollment, with parents, communities and the private sector taking an active role. The ESSP advances the need to upgrade and modernize the infrastructure and facilities to expand opportunities for quality education. It leverages existing commitments at national and education-sector levels, including policies and implementation plans. The key strategic direction provided by this ESSP is to integrate all their milestones into the sector’s current and future issues and needs, and to address deficiencies. Fundamental areas of interest include a strong focus on foundational learning (pre-primary and lower primary), building literacy and numeracy skills as the basis of all future learning and development; ICT and digital content creation complemented by robust, evidence-informed programs targeting teaching and learning materials and teacher competencies; adult education; and climate change management.

At the higher levels of education, the strategy targets STEM enrollment, skills development, collaboration, research and development (R&D) with a focus on science, technology and innovation, collaboration, management and accountability among leaders and partners.

An overarching approach for the ESSP advocates investment in enhancing learning outcomes including those related to foundational skills (literacy, numeracy and soft skills), critical thinking and problem solving, thus making education relevant to the needs of job markets and generating adequate spillover to entrepreneurship and job creation by graduates. The quick wins identified earlier in the Rwanda Education Strategy (and reiterated in the Education Sector Policy) need reinforcing through an early warning and response system: this forms the foundation for this ESSP as the restructuring phase of the education sector in Rwanda.

The ESSP is bound by five strategic priorities and 11 outcomes targeting access and equity, quality and efficiency as well as governance and resilience as outlined in Table 2 below.

**Table 2: ESSP strategic priorities and associated outcomes**

No.	Priority areas	Outcomes
1.	Ensure timely access to quality education in basic education	1.1. Enhanced pre-primary education with increased NER (from 44.7 per cent to 65 per cent). 1.2. Improved timely enrollment, efficiency and equity in primary education. 1.3. Increased net enrollment in general secondary education.



2	Enhance quality of education at all levels with a focus on improving learning outcomes at foundational grades.	<p>2.1. Proficiency levels in pre-primary and primary numeracy and literacy improved.</p> <p>2.2. Improved learning outcomes in general secondary education.</p> <p>2.3. Functional adult literacy programs and learning opportunities for out-of-school youth expanded.</p>
3.	Scale up access to market relevant education in basic TVET and higher education.	<p>3.1. Enhanced access to quality education in basic TVET (from 38.7 per cent to 60 per cent).</p> <p>3.2. Aligned and enhanced quality of higher education.</p>
4.	Enhance ICT integration in education at all levels.	4.1. Increased use of ICT in teaching and learning at all levels.
5.	Improve the governance and integration of crosscutting areas in the education sector.	<p>5.1. Improved governance of the education sector through strengthened data systems and accountability and benchmarking mechanisms.</p> <p>5.2. Increased resilience and improved gender divide in the education sector</p>

### 3.1. Strategic priorities, outcomes and interventions

In line with the objectives outlined in Rwanda Vision 2050 and other commitments, the ESSP emphasizes five crucial strategic priorities to promote access and equity, enhance ICT and modern infrastructure, and foster good governance. These priorities aim to facilitate sustainable, high-quality and relevant education in Rwanda.

#### Priority area (PA1): Ensure timely access to quality basic education

##### Outcome 1.1. Enhanced pre-primary education with increased net enrollment (from 44.7 per cent to 65 per cent)

The ESSP places strong emphasis on foundational learning as the cornerstone of long-term educational success. While progress has been made in expanding access to pre-primary education, further efforts are required to improve both quality and equity. A key strategic objective is to increase net enrollment to 65 per cent, ensuring that all children—regardless of background—have access to at least one year of quality pre-primary preparation by age five.

This will be supported by the expansion of early childhood development (ECD) services for younger children and the alignment of quality standards across ECD and pre-primary

education. Creating inclusive and stimulating teaching and learning environments remains a priority to promote equitable participation and strengthen school readiness for all learners.

To achieve the long-term ambition of having all school-age children in school by 2029, the key interventions under this strategic priority include:

#### **Interventions for PA #1.1**

- 1.1.1. Construct new, resilient and inclusive classrooms to achieve a pupil-to-classroom ratio of 30:1.
- 1.1.2. Facilitate ECD centers to meet pre-primary education standards.
- 1.1.3. Prioritize the access of 5-year-old children to pre-primary education in formal school settings.
- 1.1.4. Conduct awareness campaigns on the importance of early learning with parents and communities to ensure all 5-year-olds are enrolled in formal pre-primary education.
- 1.1.5. Invest in equitable access and quality of the school feeding program.

#### **Outcome 1.2. Improved timely enrollment, efficiency and equity in primary education**

Significant progress has been made over the past five years to promote timely enrollment and reduce dropout and repetition in primary education. However, key challenges persist that continue to undermine the sector's efficiency and equity. The net intake rate to Primary 1 stands at 50.5 per cent, indicating that nearly half of children begin school later than the official age of six.

High repetition and dropout rates remain among the most pressing concerns. Between 2017 and 2022/23, the repetition rate in primary education increased from 16 per cent to 29.7 per cent, and in secondary education from 5.2 per cent to 13.8 per cent. Early grades are particularly affected: in 2022/23, 34.7 per cent of learners repeated Primary 1, 27.2 per cent repeated Primary 2, and 22.9 per cent repeated Primary 3. These patterns significantly reduce internal efficiency and delay progression through the education system, reinforcing the need for targeted interventions in the early years of primary education.

Over the next five years, the education sector will prioritize timely enrollment and strengthen efforts to reduce repetition and dropout. The following interventions will be undertaken to address the issue of inefficiency in the education system:

### **Interventions for PA #1.2**

- 1.2.1. Construct, renovate and equip inclusive classrooms for primary education to eliminate double shifts and overcrowding.
- 1.2.2. Invest in equitable access and quality of the school feeding program.
- 1.2.3. Connect all schools to tap-water supply, construct kitchens and supply cooking stoves.
- 1.2.4. Invest in alternative sources of energy to reduce wood fuel usage in school feeding program.
- 1.2.5. Identify, upgrade and equip existing 5schools for accommodating children with autism and other severe intellectual challenges.
- 1.2.6. Construct and equip 20 resource and assessment centers for children with disabilities.
- 1.2.5. Support inclusive education for children with disability and special educational needs.

### **Outcome 1.3. Increased net enrollment in general secondary education**

The average net enrollment rate (NER) of 29.1 per cent in secondary schools represents a significant challenge, particularly given that over one million secondary-school-aged children remain enrolled in primary schools. While the transition rate from primary to lower secondary stood at 94.2 per cent in 2023/24, sustained efforts are needed to strengthen progression, retention, and equitable access across the secondary cycle.

To address these challenges, the ESSP will focus on improving access to quality lower and upper secondary education, with a particular emphasis on transition and equity. Key targets include increasing the percentage of students transitioning from secondary to higher education from 49.6 per cent to 68 per cent. The number of schools with functional career guidance and counselling corners will be scaled up from 1,632 to 4,923, while the number of learners benefiting from school feeding programs is expected to rise from 710,799 to 796,789. The following interventions are envisaged:

### **Interventions for PA #1.3**

- 1.3.1. Increase the construction and renovation of secondary schools' infrastructures for attaining the desired education outcomes.
- 1.3.2. Sustain the school feeding program in secondary level.
- 1.3.3. Enhance socio-emotional learning skills for secondary learners.
- 1.3.4. Reduce dropout rate from 7.5% to 4% by operationalizing digital attendance tracking and early warning and response mechanisms (involving parents, local leaders, learners, teachers and school leaders etc.).
- 1.3.5. Strengthen delivery of life skills (comprehensive sexuality education, school health/nutrition, social emotional learning, gender equity and harmful social norms).
- 1.3.5. Conduct enrollment campaigns targeting parents, students, and school leaders for lower and upper secondary to optimize the use of 9- and 12-year basic education facilities.

## **Priority area (PA2): Enhance quality of education at all levels with focus on improving learning outcomes at foundational grades.**

### **Outcome 2.1. Improved proficiency levels in pre-primary and primary numeracy and literacy**

The Improving learning outcomes is a central priority of the ESSP. Achieving this requires adaptive, high-quality teaching, effective student support services, and innovative instructional methods that reduce repetition and dropout. The next five years will prioritize strengthening the quality and effectiveness of learning assessments to ensure education outcomes are responsive to local needs while maintaining regional and global competitiveness.

Key to achieving this outcome is the implementation of an evidence-aligned curriculum, delivered by trained and supported teachers and school leaders, and complemented by effective teaching and learning materials. Inclusive pedagogies, targeted instructional support, and strong parental and community engagement in learning will be essential for building a sustainable culture of quality. The ESSP explicitly aligns with Rwanda's Foundational Learning Strategy, underscoring its commitment to raising literacy and numeracy proficiency levels in the early years of education.

To achieve these milestones in the next five years, the key interventions considered for this strategic priority include:

### **Interventions for PA #2.1**

- 2.1.1. Recruit trained pre-primary teachers to reach a pupil-to-trained-teacher ratio of 30 :1.
- 2.1.2. Recruit trained primary teachers to reach a pupil-to-trained-teacher ratio of 46:1.
- 2.1.3. Provide effective teaching and learning materials and ensure regular use.
- 2.1.4. Reduce repetition rate from 30.2% to 15% by continuously implementing remedial education strategies.
- 2.1.5. Provide training to all primary teachers to meet intermediate English Proficiency levels.
- 2.1.6. Implement comprehensive assessment policy in Basic Education and TVET.
- 2.1.7. Prioritize retention of skilled teachers in pre-primary and primary education.
- 2.1.8. Ensure teachers' time-on-task in classroom and enhance quality teaching.
- 2.1.9. Implement aligned foundational skills curriculum with sufficient time and focus on literacy, language and numeracy development.

### **Outcome 2.2. Improved learning outcomes in general secondary education**

General secondary education continues to face quality-related challenges, primarily due to gaps in teacher subject-matter knowledge and instructional skills, as well as limited access to adequate teaching and learning materials—particularly for STEM subjects. Over the next five years, the ESSP will prioritize strengthening teacher competencies and improving resource availability to ensure that all students receive a high-quality secondary education.

Key targets include increasing the proportion of secondary school teachers with basic English language proficiency from 38 per cent to 75 per cent and raising the percentage of learners achieving at least basic proficiency in mathematics from 63.8 per cent to 72 per cent, and in English at Senior 3 from 42.7 per cent to 75 per cent.

Addressing student retention is also critical. As of 2023, dropout rates stood at 4.1 per cent in lower secondary and 4.8 per cent in upper secondary, with repetition rates at 21.4 per cent and 6.3 per cent, respectively. Targeted interventions will aim to reduce these inefficiencies by improving the quality of instruction, expanding learning support mechanisms, and strengthening student engagement across the secondary cycle.

To achieve these goals, the following interventions will be implemented:

### **Interventions for PA #2.2**

- 2.2.1. Construct and equip science laboratories to all secondary schools with science combinations.
- 2.2.2. Provide teaching and learning materials to all secondary schools.
- 2.2.3. Establish career guidance and counselling corners in all secondary schools.
- 2.2.4. Provide training for secondary-school teachers with emphasis on Science and English.

### **Outcome 2.3. Expanded functional adult literacy programs and learning opportunities for out-of-school youth**

Expanding adult literacy and alternative learning pathways is critical to advancing inclusive education and breaking intergenerational cycles of disadvantage. Evidence shows that literate parents are more likely to support their children's learning, contributing to improved educational outcomes. Yet, 1,760,444 adults in Rwanda remain non-literate, limiting both personal advancement and broader socio-economic participation.

Over the next five years, the ESSP will prioritize the expansion of adult education centers to provide more accessible opportunities for adults to acquire foundational literacy and numeracy skills. These efforts will be closely linked to national strategies for poverty reduction and skills development.

In parallel, alternative learning opportunities for out-of-school youth will be strengthened, creating viable pathways to re-enter formal or non-formal education. With a growing number of young people not in education, employment, or training, there is an urgent need to provide flexible, demand-driven learning options that enable them to contribute meaningfully to the country's socio-economic development opportunities so they can contribute to the socio-economic development of the country.

To achieve this, the following interventions will be undertaken over the next five years:

### **Interventions for PA #2.3**

- 2.3.1. Expand functional adult literacy programs to train 601,656 learners (out of the 1,760,444 illiterate adults).
- 2.3.2. Strengthen alternative learning pathways for overage youth and adults and pathways for re-entry to formal general education for out-of-school youth.
- 2.3.3. Provide support for youth not in education, employment or training (NEET).

## **Priority area (PA3): Scale up access to market-relevant education in basic TVET and higher education and boost research productivity.**

### **Outcome 3.1. Enhanced access to quality education in basic TVET (from 38.7 per cent to 60 per cent)**

Transforming Rwanda's Technical and Vocational Education and Training (TVET) system is essential to equipping youth with the practical skills and competencies needed for the evolving labor market. Achieving this transformation will require substantial investment in modern infrastructure, equipment, and consumables, alongside improved coordination, financing, and management systems. Strengthening the capacity of TVET teachers and trainers remains a critical priority, as does enhancing collaboration with the private sector to align training with labor market needs.

The ESSP sets out to increase enrollment, retention, and graduation rates across all TVET levels, with an emphasis on inclusive access for vulnerable groups—including economically disadvantaged students and those with disabilities or special educational needs. Creating conducive learning environments and offering relevant, high-quality training will be key to achieving these goals.

To close the skills gap and meet the demands of a fast-changing economy, the ESSP prioritizes the development of strategic partnerships that promote industry-aligned training, innovation, and entrepreneurship. Private-sector engagement will be mainstreamed across all TVET programs through appropriate incentives, legal frameworks, and support for value chain development. Curriculum review, workplace learning, and upskilling of trainers will be essential to maintaining quality and relevance.

Opportunities created by digitalization must be fully leveraged. Establishing data systems to track technological advancement in sectors of competitive advantage will strengthen TVET's role as a hub for applied research and innovation. Going forward, the ESSP envisions TVET as a key contributor to Rwanda's Vision 2050—preparing not only skilled employees but also future job creators. The establishment of TVET Centers of Excellence will support this trajectory, while adaptation to the Fourth Industrial Revolution will require deeper integration of science, technology, engineering, and mathematics (STEM) across programs to drive product diversification and transformation in specialized sectors.

To achieve this, the following interventions will be undertaken:

### **Interventions for PA # 3.1**

- 3.1.1. Establish a TSS center of excellence in each district.
- 3.1.2. Scale up vocational training centers to cells (through workplace learning approaches).
- 3.1.3. Invest in equitable access and quality of the school feeding program.
- 3.1.4. Enhance TVET teacher capacities (pedagogy, technical & English proficiency, school leadership and professional ethics).
- 3.1.5. Improve TVET with modern infrastructure, equipment, consumables and materials for quality improvement and increased enrollment.
- 3.1.6. Align L1-L5 curricula and instructional materials to labor market needs.
- 3.1.7. Strengthen TVET quality assurance systems.
- 3.1.8. Sustain and expand workplace learning in TVET with specific focus on industrial attachments, dual training and industry-based training.
- 3.1.9. Enhance socio-emotional learning skills for TVET learners by establishing career guidance and counselling corners in 606 TVET schools.

### **Outcome 3.2. Enhanced quality of higher education learning**

Higher education remains a critical area for development, particularly considering low enrollment rates and the urgent need to build a highly skilled, innovation-driven workforce aligned with Vision 2035 and Vision 2050. The ESSP emphasizes strengthening the quality, relevance, and inclusivity of higher education through ongoing investment in teaching and learning, improved employment outcomes, and expanded use of digital technologies to create modern, flexible learning environments.

Digitalization is recognized as a key enabler of transformation, equipping students with future-oriented competencies and enhancing institutional responsiveness to labor market demands. Emphasis will be placed on embedding digital literacy and applied technology use into academic programs to better prepare graduates for the evolving world of work.

Investments in research and development (R&D) are essential to improving the relevance and impact of higher education. Rwanda's gross domestic expenditure on R&D currently stands at approximately 0.7 per cent of GDP—below the African Union's 1 per cent target. However, Vision 2050 sets an ambitious goal of increasing R&D investment from 1.5 per cent in 2035 to 3 per cent by 2050. Achieving these targets will require stronger private sector participation, backed by a supportive investment climate and high-level political commitment. A well-structured framework for private-sector engagement—underpinned by clear incentives and accountability mechanisms—is therefore essential.

Rather than expanding the number of higher education centers of excellence, the ESSP proposes integrating and repositioning existing institutions to maximize return on investment. This includes fostering the development and commercialization of new ideas, guided by Rwanda's competitive advantages, and aligning R&D activities with the National Council for Science and Technology.

Equity in access will also be a key priority, with scholarships targeted toward financially disadvantaged students, particularly in priority skills areas such as medicine and science. The ESSP will direct investments toward developing future-ready graduates equipped with top skills—including complex problem-solving, critical thinking, creativity, innovation, and data-driven insight generation—ensuring that Rwanda's higher education system plays a leading role in national transformation.

The key interventions for this strategic priority are outlined below:

### **Interventions for PA #3.2**

- 3.2.1. Expand investment and public-private partnerships (PPPs) to scale infrastructure development and support teaching, learning and student life.
- 3.2.2. Review and update undergraduate and postgraduate programs at the University of Rwanda to align with labor-market needs and develop new programs in emerging fields.
- 3.2.3. Carry out a full review of advanced diploma curriculums and the development of new BTech program for the Rwanda Polytechnic (RP) in line with labor market needs.
- 3.2.4. Expand PhD programs in high-demand and interdisciplinary areas to boost research capacity and innovation.
- 3.2.5. Increase the percentage of PhD-qualified academic staff from 23.8 per cent to 48 per cent by 2029 and offer professional development opportunities aligned with international best practice.
- 3.2.6. Strengthen the centers of excellence to enhance innovation and research with private-sector engagement.
- 3.2.7. Improve institutional support systems (including digitalization) to ensure continuous quality assurance in teaching, research and administration in higher learning institutions.
- 3.2.8. Integrate career development services with a focus on employability skills and expand internship programs for workforce readiness.
- 3.2.9. Strengthen the capacity of the Rwanda TVET Training Institute (RTTI) to offer professional development courses and training programs for pre-service and in-service TVET teachers while responding to labor market demands.
- 3.2.10. Accelerate academic staff training to strengthen their capacity for teaching, research and innovation.

- 3.2.11. Promote alternative innovative financing arrangements to mobilize funding for higher education including income share agreements, specialized bank products etc.
- 3.2.12. Collaborate with the private sector to provide scholarships and financial support for higher education, targeting critical and underserved fields.
- 3.2.13. Accelerate the implementation of strategies that aim to align curriculums with the needs of industry while supporting national, regional and global collaboration.

## Priority area (PA4): Enhance ICT integration in education

### Outcome 4.1. Increased use of ICT in teaching and learning at all levels

The integration of inclusive ICT across the education system is essential for Rwanda's adaptation to the ongoing digital transformation and its readiness for the disruptive technologies of the Fourth Industrial Revolution. In alignment with Vision 2050, this transition must be managed thoughtfully, considering national resource constraints and the need for phased implementation across different levels and types of education institutions.

While progress has been made over the past five years—particularly in expanding ICT infrastructure—significant gaps remain. For instance, only 44.7 per cent of secondary schools currently have at least two SMART classrooms, limiting the full integration of digital tools in teaching and learning.

Over the next five years, the ESSP will prioritize investments in ICT infrastructure, including expanding internet connectivity, providing digital devices, and delivering comprehensive training for teachers and students. These efforts aim to strengthen the use of ICT in pedagogy, support digital skills development, and foster technology-enabled learning environments at all education levels:

#### Interventions for PA #4.1

- 4.1.1. Provide and maintain ICT infrastructure and equipment in schools to increase the percentage of schools using ICT and learning (computers, projectors, etc).
- 4.1.2. Provide electricity and internet connectivity for all schools.
- 4.1.3. Strengthen digital skills for teachers, school leaders, and district education officials to use ICT devices for teaching, CPD and data analysis.
- 4.1.4. Expand accessible and interactive digital content and train teachers in the use of e-learning platform at all levels.
- 4.1.5. Provide and maintain broadband coverage and connectivity in schools to improve teaching and learning as well as research and innovation.
- 4.1.6. Develop the capacity of ICT support staff to facilitate students and teachers.

## **Priority area (PA5): Improve the governance and integration of cross-cutting areas in the education sector**

### **Outcome 5.1. Improved governance through strengthened data systems and accountability and benchmarking mechanisms**

Strengthening governance is essential for achieving sustainable, efficient, and responsive education sector transformation. This includes investing in management-level capacity and adopting a robust, comprehensive data governance system. Transforming institutional conditions to ensure coordinated engagement across all education levels and stakeholders will be key to delivering a more relevant and equitable education system.

The roll-out of an integrated Education Management Information System (EMIS), alongside the implementation of the Education Data Strategy and Data Governance Framework, will provide a foundation for identifying subsector challenges, enhancing data sharing, and guiding capacity-strengthening efforts at school, district, and national levels. Dedicated research and learning agenda will support evidence-generation through targeted “evidence labs” within MINEDUC and affiliated agencies, enabling more strategic, data-driven decision-making.

This approach will reduce risks associated with fragmented data and weak institutional capacities by improving data quality, integration, and the use of evidence to guide interventions. It will also support better labor allocation based on comparative advantage, and promote greater accountability and transparency in resource mobilization, allocation, and utilization.

The ESSP places strong emphasis on decentralized decision-making, particularly through structured School Development Plans, to foster ownership and innovation at the school level. Improvements in procurement processes, systemic thinking, and data management capacity will underpin broader efforts to institutionalize a culture of data-informed decision-making across the sector. These reforms aim to elevate the teaching profession, shift stakeholder mindsets, and build a more inclusive, efficient, and results-oriented education system.

The key interventions under this strategic priority are:

### **Interventions for PA #5.1**

- 5.1.1. Invest in education data systems and integration for improved efficiency in evidence-based decision making and policies.
- 5.1.2. Scale up evidence-based approaches to education.
- 5.1.3. Strengthen quality assurance and compliance with education norms and standards in Basic Education and TVET.
- 5.1.4. Establish an accountability model for supporting school governance and management.
- 5.1.5. Strengthen capacities of national-level staff to improve data collection, analysis and reporting skills to enhance evidence-generation and decision making.
- 5.1.6. Improve school-community partnership/collaboration to address attendance, drop-outs and other education challenges.
- 5.1.7. Develop a robust education data strategy and research and learning agenda to inform strategic planning.
- 5.1.8. Strengthen MINEDUC, partners and district coordination for improved sector planning and implementation.
- 5.1.9. Improve digital attendance tracking and early warning response system to improve attendance and prevent dropout.

### **Outcome 5.2. Increased resilience and reduced gender divide in the education sector**

This cluster of interventions recognizes the urgent need to integrate key contemporary issues, values, and policy directions into the transformation of Rwanda's education and skills development system. While many of these cross-cutting priorities are embedded within the broader strategic areas of the ESSP, isolating and highlighting them ensures that they receive focused attention during implementation and monitoring.

The ESSP identifies critical cross-cutting themes—including gender equality and empowerment, environmental sustainability, climate change and disaster risk reduction, health and nutrition, social media and digital citizenship, community engagement, and the cross-sectoral relevance of education graduates. Although some of these issues lie outside the immediate control of the education system, they have profound implications for teaching, learning processes, learner wellbeing, and system efficiency.

To address these challenges, the ESSP promotes their systematic integration into core education pillars: teaching, learning, assessment, research, innovation, and community engagement. This integrated approach will not only build resilience across the system but also foster greater awareness and knowledge of these emerging societal issues. By identifying synergies across disciplines and stakeholders, the ESSP aims to unlock multiplier

effects that strengthen educational outcomes while reducing vulnerabilities—especially for girls and other marginalized groups.

The following programmatic interventions are proposed:

#### **Interventions for PA #5.2**

- 5.2.1. Strengthen the integration of environment and climate change into national curriculums.
- 5.2.2. Promote and expand eco-school activities across educational institutions.
- 5.2.3. Build the capacity of teachers, students and policymakers on climate change education.
- 5.2.4. Develop and distribute age-appropriate supplementary reading materials on climate change for students in pre-primary, primary and secondary schools.
- 5.2.5. Support the teaching of national values that discourage teenage pregnancies and drug abuse.
- 5.2.6. Strengthen resilience of the education sector to respond to climate-change shocks and other health emergencies.
- 5.2.7. Bridge the gender divide in education especially in tertiary, ICT, STEM and TVET education programs by providing scholarships and other incentives to girls.
- 5.2.8. Develop a robust data system to inform preparedness and response plan for potential shocks in the sector.
- 5.2.9. Provide integrated health, nutrition and wellbeing services and education in schools.

## **3.2. Potential risk factors for the strategic framework**

Rwanda's education system faces several interconnected risks that could undermine its strategic goals. They include demographic pressure, domestic financing constraints, poverty and climate change. These challenges require targeted interventions to ensure sustainable development in the sector.

**Demographic pressure:** With a rapidly growing population and a high percentage of young people, Rwanda faces increased demand for education services. Overcrowded classrooms, insufficient infrastructure and a shortage of qualified and trained teachers strain the system. Meeting the needs of a growing student population requires significant investment in schools, teaching staff and learning materials.

**Domestic budgetary constraints:** Despite a rise in domestic financing for education, which has grown from 11 per cent to 17 per cent over the past five years, competing national

priorities continue to pose significant challenges to sustaining education funding. Heavy reliance on external donor support raises concerns about long-term sustainability if donor contributions decrease. Economic vulnerabilities, including inflation and global economic downturns, further threaten government revenue, potentially impacting education budgets.

**Poverty:** Despite progress in poverty reduction, economic barriers continue to restrict access to education, particularly for vulnerable families and students. Many families struggle with hidden costs like uniforms and supplies, leading to high dropout rates. Poverty also exacerbates disparities in learning outcomes and limits access to secondary and higher education, perpetuating inequality.

**Climate change:** Climate-related risks, such as flooding, droughts and landslides, threaten school infrastructure, disrupt learning and displace students. Food insecurity caused by climate shocks affects student health and cognitive development. The lack of climate-resilient infrastructure further exposes the education system to vulnerability, particularly in rural and disaster-prone areas.

To address these risks, the ESSP prioritizes long-term, system-wide planning; increases domestic resource mobilization; expands social protection programs; and invests in climate-resilient infrastructure. These proactive measures are essential to strengthening the resilience of the education system while maintaining equity, inclusiveness, and quality

### 3.3. Key innovative areas and proposed strategic shifts in the ESSP

In response to persistent sector challenges and identified risks—while also leveraging emerging opportunities—the ESSP proposes several strategic shifts to transform Rwanda’s education system and position it for long-term impact.

#### **Prioritizing the enrollment of 5-year-olds in pre-primary education:**

To improve timely enrollment and learning outcomes, the ESSP introduces a targeted approach that prioritizes the enrollment of 5-year-olds in pre-primary education. Children aged 3 to 4 will be supported through expanded access to Early Childhood Development (ECD) centers within their communities. This ensures that every child has at least one year of early education before transitioning to primary school.

Support for ECD services—including teacher recruitment and training, and the provision of age-appropriate teaching and learning materials—will enhance the quality of services for younger children. This approach complements existing efforts led by government, development partners, and the private sector under Rwanda’s Foundational Learning Strategy. It aligns with national education policy and SDG Target 4.2.1, which commits to ensuring that all children have access to at least one year of pre-primary education before entering primary school. By focusing on this critical entry point, the ESSP aims to significantly increase timely primary enrollment and improve foundational learning outcomes.

**Implementing an alternative education program for over-age and out-of-school adolescents:** The efficiency and quality of the education system are significantly constrained by the large number of learners who progress through schooling at a slower pace. Currently, over one million secondary-school-aged children remain enrolled in primary school, reducing their likelihood of completing primary education or successfully transitioning to secondary education. This dynamic is reflected in the low net enrollment rate for secondary education. Compounding this challenge, one in three youth aged 16–30 is not in education, employment, or training (NEET), as reported in the 2022 Rwanda Labor Force Survey.

To address these challenges, the ESSP proposes a targeted alternative education program to support over-age adolescents still enrolled in primary education. This program will provide flexible, accelerated learning opportunities that enable learners to complete basic education and transition into general secondary or vocational training pathways. The initiative will also extend to out-of-school youth, offering re-entry options into formal education or access to structured non-formal education, including skills development through vocational training. By creating tailored learning pathways, this strategic shift aims to reintegrate disconnected learners and equip them with relevant competencies for productive participation in the labor market.

**Reducing the ‘high stakes’ of P6 national examinations through Comprehensive Assessment approaches:** The current overreliance on Primary 6 (P6) national examination results as the sole criterion for transitioning to secondary education poses significant challenges—particularly for learners from low-income backgrounds. This high-stakes approach creates unnecessary pressure, limits equitable access to secondary education, and undermines the broader goals of inclusive and competency-based learning.

The ESSP proposes a strategic shift toward a more holistic assessment framework. In addition to national examination outcomes, comprehensive assessments will be integrated into student placement decisions, particularly when determining access to boarding or day secondary schools. This shift will better reflect students’ overall learning progress and potential, while reducing the barriers associated with one-time, high stakes testing.

To support this change, the ESSP will invest in improving the quality and perception of day secondary schools. Targeted infrastructure upgrades—especially in science laboratories and ICT—will be accompanied by national awareness campaigns to encourage students and parents to consider local schooling options. By making day schools more attractive and accessible, this approach is expected to ease pressure on boarding schools and increase enrollment across the secondary cycle.

Additionally, greater emphasis will be placed on life skills education within secondary schools, equipping students with competencies such as critical thinking, communication, problem-solving, and adaptability. This comprehensive shift aims to improve both access and efficiency, while preparing learners for meaningful participation in society and the workforce.

**Enhancing educational opportunities for learners with autism spectrum disorders and other disabilities:** Children with autism and other neurodevelopmental disabilities have historically faced systemic exclusion from the formal education system. This ESSP proposes

a transformative shift toward inclusive and equitable access for all learners—ensuring that children with autism and other disabilities receive the support they need to thrive.

The strategy envisions a dual approach. First, children with more pronounced autism spectrum disorders will have access to specialized schools, with at least one such institution established in each province. Second, children with mild autism or other disabilities will be supported within inclusive school settings. This will be enabled through the establishment of resource rooms, teacher training in inclusive pedagogy, and the integration of assistive technologies and instructional methods, such as sign language, braille, and inclusive ICT tools.

A key component of this shift is the early identification and assessment of children with disabilities to facilitate timely interventions. By strengthening inclusive education systems and creating tailored support pathways, the ESSP aims to uphold every child's right to quality education and reduce disparities in learning access and outcomes across the country.

**Enhancing access, quality and relevance of higher education:** Persistent challenges in Rwanda's higher education system—including low enrollment rates, limited research relevance, and unequal access to funding—underscore the need for more ambitious and targeted interventions. With enrollment averaging just 30 per cent, and only 15 per cent of research outputs directly addressing community needs—even within centers of excellence—there is an urgent need to strengthen the contribution of higher education to national development.

To accelerate access and improve quality, the ESSP promotes a multi-stakeholder approach. Government-sponsored learners currently represent only 30.6 per cent of higher education enrollment, highlighting the need for increased private sector participation. The ESSP advocates for the expansion of public-private bursary schemes that prioritize learners in critical fields such as medicine, engineering, and technology—where national capacity remains limited.

These efforts will build on the strategic plans already developed by higher learning institutions, which must now be robustly implemented and better aligned with labor market demands and national research priorities. Emphasis will also be placed on improving teaching quality, expanding digital learning opportunities, and strengthening partnerships with industry to ensure higher education is both market-relevant and socially responsive.

**Public-private partnerships:** These involve mobilizing private-sector investment in education infrastructure, research funding and scholarships as well as developing frameworks to incentivize private-sector participation in STEM education and skills development.

**Research and innovation, and global collaboration:** This includes (1) positioning the University of Rwanda and Rwanda Polytechnic as a regional hub for innovation by expanding research funding, fostering links with industry and increasing commercialization of research outputs; (2) incentivizing interdisciplinary research to address national and global challenges; (3) strengthening partnerships with international universities to enhance research capacity, academic staff exchange and international student mobility; and (4) promoting Rwanda as a destination for higher education in Africa.

**Enhancing the quality and relevance of TVET education at all levels:** This involves expanding VTCs in every cell across Rwanda through workplace learning approaches and establishing technical secondary schools of excellence in each district. These efforts aim to increase access to technical education, provide hands-on training and equip students with the skills needed for the job market.



# 4

## **IMPLEMENTATION ARRANGEMENTS**

This section outlines the strategy for executing, overseeing, and managing the implementation of the ESSP. Its objective is to promote accountability, transparency, and institutional learning to enhance the efficiency and effectiveness of decision-making across the education sector. Building on the strategic policy shifts outlined earlier, implementation will be guided by a robust Monitoring, Evaluation, and Learning (MEL) framework that ensures continuous progress tracking, timely course correction, and evidence-based reporting.

The MEL framework provides a comprehensive structure for monitoring ESSP implementation, clearly defining roles and responsibilities, and fostering a culture of performance and results. It incorporates mechanisms to promote upward and downward accountability, ensure transparency in reporting, and support learning at all levels of the system.

This section also highlights the importance of strong accountability and reporting structures, as well as the need for regular risk analysis to proactively manage implementation challenges. A comprehensive set of indicators and targets—disaggregated by education level—has been developed, with Key Performance Indicators (KPIs) identified to track priority outcomes. Specific indicators aligned with the Sustainable Development Goals (SDGs) are also included to reinforce global commitments.

The strategic action framework presented in Chapter 2 serves as the foundation for guiding implementation across all education subsectors between 2024 and 2029. Both vertical and lateral decision-making considerations are addressed, supported by an aggregated MEL plan that links national oversight to decentralized execution and feedback loops.

## 4.1. Institutional arrangements for implementing the ESSP

The Ministry of Education (MINEDUC) holds overall responsibility for steering the successful implementation of the ESSP and ensuring the achievement of its targets. Leadership will be provided by key decision-makers, including the Minister of Education, the Minister of State, the Permanent Secretary, Chief Technical Advisor, Directors General, and Heads of Departments. This leadership team is expected to engage in continuous, high-level dialogue to assess progress, resolve implementation challenges, and propose systematic adjustments to structures, policies, and operational guidelines—beyond formal reporting timelines where necessary.

To promote effectiveness and efficiency, the implementation and reporting structures will follow a system-wide approach that ensures clear division of labor among key education stakeholders. This includes development partners, civil society organizations (CSOs), faith-based organizations (FBOs), other government institutions, and the private sector. Stakeholder collaboration will be critical for harmonizing efforts and maximizing impact.

The implementation process will follow Rwanda's decentralized governance structure. School administrators will report to district authorities, who will in turn report to provincial structures and, ultimately, to the national level. Based on the ESSP, MINEDUC will develop five-year implementation plans, which will guide the formulation of district-level strategic

education plans. These district plans will outline education priorities and associated budgets in alignment with national objectives. At the school level, improvement plans will be developed to identify specific actions for enhancing teaching, learning, and school management practices.

This layered and interconnected approach ensures coherence between national priorities and local implementation, while also promoting ownership, accountability, and responsiveness across all levels of the education system.

For monitoring and reporting purposes, a bottom-up approach is employed, aligning with Rwanda's decentralized governance structure. Schools report to districts, which consolidate and forward data to the provincial and national levels. This information feeds into annual performance reports that inform strategic decisions and track progress against ESSP targets. The Imihigo performance evaluation model is used to assess progress annually, extract key lessons, and identify areas requiring improvement, thereby reinforcing accountability and continuous learning.

The development of the ESSP itself followed a multi-stakeholder, consultative process that supports the design and implementation of evidence-based strategies. This approach enables the sector to promote innovation and resilience while ensuring inclusive participation in education planning and management. It also lays the foundation for improved coordination and balanced governance across key institutions and partners, while integrating robust Monitoring, Evaluation, and Learning (MEL) systems and institutional support mechanisms.

The dissemination of the ESSP is anchored in a strategic results matrix, which guides the development of annual implementation plans and operational strategies. This structured yet adaptive framework enhances stability and alignment across the sector. A key feature of this approach is its capacity to promote reflexivity and transformative thinking—encouraging stakeholders to look beyond conventional strategic domains and responsibilities. It fosters critical self-awareness, openness to innovation, and a shared commitment to long-term impact, all under the guidance of the ESSP.



MINEDUC, under the Department of Education Sector Planning, Monitoring and Evaluation, takes the lead in MEL activities. It is tasked with preparing the annual Education Statistical Yearbook (ESYB), which captures essential data on enrollment, schools, facilities and teachers. The ESYB also displays trend lines that highlight changes in performance on key indicators. Key agencies such as REB, RP, NESAs, RTB, UR and HEC also conduct significant MEL activities and provide quarterly reports to MINEDUC. All data for the indicators in this ESSP will be disaggregated by gender, District and disability where applicable.

The forward- and backward-looking joint review of the education sector (JRES) strategically oversees the monitoring of progress against the ESSP targets. These biannual reviews are required by the Ministry of Finance and Economic Planning (MINECOFIN) and play a crucial role in holding the education sector accountable for its resources and outcomes; they also offer opportunities for co-reflecting on any challenges. The key mandate of these reviews is to therefore evaluate progress against the ESSP targets, examine budget execution, assess progress against previous JRES recommendations, identify priorities for the upcoming financial year and provide updates on policy development and recent analysis.

The implementation of District Development Plans (DDPs) is consistently monitored through joint action forums at the district level. Daily coordination takes place between District Directors of Education, school inspectors, and representatives from central MINEDUC, as well as technical staff from REB, RTB, and RP. While schools and districts generally provide a sufficient supply of basic quantitative data, there remains a critical gap in qualitative insights—particularly those derived from regular school supervision and inspection visits. Moreover, research and analysis activities are often limited to tracking progress on selected indicators, with insufficient emphasis on deeper evaluation and learning.

Under Strategic Priority 5: “Enhance data and evidence-based decision-making, school leadership, and accountability at all levels of education”, this ESSP is committed to strengthening monitoring, evaluation, research, and learning systems across school, district, and national levels. Improved collaboration among stakeholders—especially at the district and sector levels—will enhance the monitoring and supervision of school operations.

This will be supported by the implementation of rigorously monitored routines for the collection, reporting, and utilization of real-time data on key education indicators. Additionally, the development and use of competency-based performance frameworks to evaluate teachers and school leaders will require strong coordination between district, regional, and central education actors. These efforts will be reinforced by the commitment under Strategic Priority 4: “Enhance ICT integration in education at all levels”, which seeks to leverage digital tools and systems for timely data collection, feedback, and decision-making.

Efforts to enhance evidence-based decision-making at the national level will be anchored in robust research, institutional capacity building, and the promotion of home-grown solutions. This will be achieved through strengthened collaboration with both local and international researchers, academic institutions, and policy partners. Within MINEDUC and its affiliated agencies, evidence labs will be established in key departments and will operate in alignment with a national research and learning agenda.

These evidence labs will adopt a structured learning cycle to guide the generation, synthesis, and use of evidence. The learning cycle ensures that research insights are systematically integrated at all stages of the policy process—design, implementation, and iteration. Through this model, MINEDUC will institutionalize continuous policy refinement, ensuring that education programs, practices, and reforms remain aligned with emerging data and evolving sector needs.

Scaling up proven, evidence-based interventions will be a key enabler for achieving the ESSP's learning and equity goals. To accelerate progress across all levels of the system, MINEDUC and its partners will prioritize intentional investment in what works—allocating resources to interventions backed by strong evidence of impact. This integrated approach to research, innovation, and implementation will be instrumental in delivering on the ESSP's objectives and driving sustained improvements in learning outcomes.

Coherence of activities is a foundational element of this ESSP, which articulates five strategic priorities, eleven outcomes, and a set of interconnected interventions designed to deliver sector transformation. To enhance Monitoring, Evaluation, and Learning (MEL), each strategic priority is accompanied by specific Key Performance Indicators (KPIs) that will be used to track progress toward intended outcomes.

The ESSP is the product of extensive consultations with decentralised structures, and its MEL framework is supported by a detailed Sector Monitoring Matrix (Annex 1). District mayors, working in collaboration with District Directors of Education, District Education Officers, and School Education Inspectors (SEIs), will be responsible for developing district education plans that align with the ESSP's strategic priorities, outcomes, and outputs.

At the national level, MEL structures and oversight processes will be led by MINEDUC's senior management team, chaired by the Minister of Education. These will be supported by the Education Sector Working Groups (ESWG), the biannual Joint Review of the Education Sector (JRES), a formal mid-term review, and a final evaluation of the ESSP.

To ensure coherence and accountability in implementation, each MINEDUC agency will prepare annual operational plans aligned with ESSP objectives. These plans—validated through the ESWG—will specify agency-level responsibilities, budgets, and resource allocation strategies. In parallel, districts, sectors, and schools will develop locally responsive plans with increasing autonomy to address context-specific challenges. Outcome-based monitoring, guided by the Sector Monitoring Matrix, will serve as the basis for reviewing progress.

Continuous monitoring across all levels of the education system will help document achievements and inform evidence-based adjustments. MINEDUC will provide capacity development support to district staff to ensure a shared understanding of planning and reporting responsibilities. District education plans will be supported by tailored action plans that address local gaps and challenges.

The national integrated EMIS will serve as a critical tool for monitoring disparities, enabling data-driven resource allocation and the reduction of achievement gaps. In addition to administrative data, feasibility studies, tracer studies, and research reports will enrich the evidence base for evaluation and policy refinement.



# 6

## **COSTS AND FINANCING**



This section provides an overview of the anticipated financial resources required to implement the ESSP from 2024 to 2029. It outlines projected expenditures across all education levels and identifies key financing strategies to ensure the sustainability and effectiveness of the plan’s implementation. The costing framework reflects the ambitions of the ESSP and is grounded in principles of efficiency, equity, and accountability.

## 6.1. Resources mobilization framework

To meet the financial requirements of the ESSP, Rwanda will pursue a dual-track resource mobilization strategy that blends existing mechanisms with innovative financing approaches. The ESSP identifies two primary funding routes:

**Route A:** Moderating and expanding current public funding strategies, including increased budget allocations to education through domestic revenue mobilization, improved budget execution, and efficiency gains within existing spending frameworks.

**Route B:** Enabling and sustaining new financing mechanisms—such as revolving funds, public-private partnerships, and targeted investments by the private sector—to diversify and expand the resource base.

These two routes are detailed in Table 3, and are intended to work synergistically to create a sustainable and adaptable education financing ecosystem. This blended financing model aligns with the broader recommendations of the Rwanda Education Strategy and supports long-term sector resilience and innovation.

**Table 3: Funding pathways for the ESSP**

Funding pathway	Description
FP #1	The Government will continue to secure funding from internal sources (taxes) to back free primary education for everyone, vocational training skills enhancement, and science, technology and innovation, all of which will be consolidated into an investment that should be prioritized within the ESSP.
FP #2	The Government will maintain its collaboration with development partners, while actively seeking to mobilize private-sector funding mechanisms that promote inclusivity. These efforts will be guided by the education ecosystem streams to address existing gaps.
FP #3	The Government will explore investment prospects within the education value chain, primarily focusing on opportunities in model schools, the school feeding program, integrated polytechnic regional centers and centers of excellence. Alternatives to be explored include pension funds and cooperative savings.

<b>FP #4</b>	The ESSP will prioritize employability and job creation as a key strategic focus, with plans to implement venture capital arrangements in the education sector to mitigate risks that may impact private-sector investment in emerging/ innovative fields.
<b>FP #5</b>	The ESSP's vision suggests leveraging alumni associations as investment hubs to enhance the education value chain.
<b>FP #6</b>	Rwandans living abroad are expected to contribute to a sustainable funding source by means of a reasonable tax on remittances. This tax will be utilized to establish a fund that supports initiatives directly linked to internationalization of the education sector.

The proposed budget for the education sector will be harmonized with anticipated government allocations to education and school feeding programs. This combination is critical to boosting enrollment, improving learner health and nutrition, and supporting retention—particularly at the lower levels of education. The recent incremental increases in funding for both education and school feeding are commendable and offer a promising foundation for sustained progress. These increases are considered fiscally feasible given Rwanda's projected annual economic growth rate of 6 per cent.

However, to reduce fiscal pressure and ensure long-term sustainability, it is essential to mobilize additional resources. Expanding the resource base through strategic partnerships, private sector engagement, and targeted donor support will be necessary to complement public investments and secure the financial resilience of the ESSP.

## 6.2. Costs of interventions

The section presents an overview of the projected costs associated with implementing the interventions outlined in the ESSP across all education levels. It includes both direct program costs and the broader financial implications of supporting policies, institutional reforms, and strategic priorities that require significant investment.

The costing analysis also incorporates efficiency considerations—identifying areas where resources can be optimized to enhance financial sustainability without compromising the quality or equity of service delivery. These measures are critical to ensuring that the ESSP remains both ambitious and fiscally feasible over its implementation period.

To ensure the reliability of cost projections, the analysis is based on a set of general assumptions, with specific parameters drawn from the ESSP logical framework and associated targets. These assumptions are aligned with sector norms, anticipated population trends, and expected inflation and economic growth rates. Table 4 below summarizes the key funding areas of ESSP implementation.

**Table 4: Priority funding areas for the ESSP**

Priority funding area	Description
<b>PFA #1</b>	Investments will be made in school infrastructure, teacher capacity building, teaching and learning resources, and school feeding programs to ensure timely access to quality pre-primary, primary, and secondary education.
<b>PFA #2</b>	Funds will be allocated to implementing proven, effective programs that enhance learning outcomes at all levels of education, with a particular emphasis on the foundational grades.
<b>PFA #3</b>	Funds will be allocated to scaling up access to market-relevant education in basic TVET and higher education. This will include investments in infrastructure, equipment, consumables, and the enhancement of research and development capabilities.
<b>PFA #4</b>	Funds will be directed towards enhancing ICT integration at all levels of education. The focus will be on expanding ICT infrastructure in schools, including devices, internet connectivity, accessible digital content, and platforms. Efforts will also aim to improve digital skills among students and teachers while promoting policies that support the use of technology in education.
<b>PFA #5</b>	Funds will be allocated to improve data systems for evidence-based decision-making, enhance governance, ensure accountability, and strengthen school leadership. Cross-cutting areas, including climate change and environmental sustainability, gender equality, and the promotion of psychosocial well-being for students and teachers, will also be prioritized.

The overarching objective of this ESSP is to achieve inclusive, high quality, and transformative education for all. In alignment with Rwanda’s education policy and global commitments particularly SDG4 it is imperative that equal access to quality education and lifelong learning opportunities is guaranteed for every learner.

### **6.3. Summary of costing of ESSP (2024/25–2028/29)**

A systematic and comprehensive approach was employed to develop the costing model for the ESSP. The model provides accurate, detailed, and actionable cost projections to support effective and sustainable implementation across all levels of education. It is grounded in core assumptions related to the structure and growth dynamics of the education system.

Key assumptions include projected growth in the student population, the number of new entrants at each level (particularly pre-primary and primary), and transition rates across the entire education cycle. The model also accounts for infrastructure needs—including classrooms, ICT resources, and teaching and learning materials—as well as teacher training

and professional development. Improvements in pupil-to-classroom and teacher-to-learner ratios are also factored into the projections.

The following table presents a summary of total projected costs, allocations, and expected financing for the ESSP period 2024/25–2028/29. The following table gives a summary of costing, allocations and financing.

**Table 5: Summary of costing by priority area (million RWF)**

Priority areas	FY 2024/25	FY 2025/26	FY 2026/27	FY 2027/28	FY 2028/29	Total
<b>Strategic Priority 1:</b> Ensure timely access to quality basic education	136,894	610,943	516,693	409,241	392,029	<b>2,065,801</b>
<b>Strategic Priority 2:</b> Enhance the quality of education at all levels with a focus on improving learning outcomes at foundational grades	62,133	113,841	117,308	111,035	107,007	<b>511,325</b>
<b>Strategic Priority 3:</b> Scale up access to market-relevant basic TVET and higher education	122,878	227,449	299,915	304,120	239,913	<b>1,194,277</b>
<b>Strategic Priority 4:</b> Enhance ICT integration into all levels of education	23,665	74,269	61,841	72,103	78,574	<b>310,454</b>
<b>Strategic Priority 5:</b> Improve the governance and integration of crosscutting areas in the education sector	447,155	520,129	539,522	548,766	590,567	<b>2,646,141</b>
<b>Grand total</b>	<b>792,726</b>	<b>1,546,633</b>	<b>1,535,280</b>	<b>1,445,266</b>	<b>1,408,092</b>	<b>6,728,000280</b>

### 6.3.1. Guiding principles

- **Comprehensiveness:** Ensure that all components of the ESSP are included in the costing model, covering all education sub-sectors (pre-primary, primary, secondary, TVET, higher education and adult education).
- **Holistic approach:** Consider the direct and indirect costs of each program, outcome, priority area and output.
- **Time horizon:** Account for the full five-year period of the ESSP, including phased implementation of new initiatives.

- **Cost categories:** Classify the nature of the inputs and interventions being costed; include all relevant categories such as recurrent costs (e.g., salaries, materials, capitation grant) and capital costs (e.g., construction of infrastructure, equipment).
- **Accuracy:** Use reliable data sources from MINEDUC and affiliated agencies, MINECOFIN budget data, project monitoring reports and robust estimation techniques.
- **Alignment:** Ensure consistency with the new national education priorities and fiscal frameworks.

### 6.3.2. Key costing components

The costing model outlines a comprehensive approach to developing Rwanda’s education system across all levels, with major investments in infrastructure, teacher development and skills-oriented programs. There is a strong focus on TVET and higher education to support economic development goals set out in NST2 and Vision 2050. The cost also emphasizes inclusion, quality improvement and the use of ICT in education. The following are key components and priority areas:

#### **Key components:**

##### **a) Basic education access and quality:**

- Improving inclusive access to pre-primary, primary and secondary education.
- Building new classrooms, kitchens, restrooms and workshops.
- Distributing textbooks and learning materials.
- Implementing school feeding programs at pre-primary, primary and secondary levels.
- Providing capitation grants for schools.
- Improving literacy and learning outcomes, especially in early grades.

##### **b) Higher education and TVET:**

- Expanding and improving TVET infrastructure and equipment.
- Establishing centers of excellence for TVET.
- Establishing vocational training centers at cell levels.
- Providing scholarships and support for higher education students.
- Supporting research and innovation projects at universities.
- Engaging industry and linking TVET programs with labor markets.
- Setting up skills development initiatives and short-term training programs.

**c) ICT in education:**

- Distributing computers to primary and secondary schools.
- Providing assistive devices to children with disabilities.
- Training and certifying teachers on ICT skills.
- Implementing e-learning initiatives

**d) School infrastructure:**

- Large-scale classroom construction projects.
- Build TVET workshops and facilities.
- Maintain and repair existing school infrastructure.
- Construct inclusive and accessible facilities.

**e) Teacher training and development:**

- Training programs for teachers on English proficiency and digital literacy.
- Capacity building for education managers and school leaders.

**f) Education data systems, school leadership and accountability**

- Integration of education data management information system.
- Inspection and quality assurance.
- Capacity building of teachers and policy makers.
- Research and learning.

**g) Education financing:**

- A mix of domestic and external funding sources (loans and grants).
- Significant allocations for teacher salaries across education levels.
- Capitation grants and operational funding for schools.
- Funding for education agencies such as MINEDUC, REB, HEC, UR, RP, RTB and NESA.

The ESSP costing database outlines the financial planning and allocation for various educational initiatives in Rwanda from 2024/25 to 2028/29. It is a comprehensive plan, covering capital projects, salaries, operations, non-capital projects and capacity building, with a total budget of approximately RWF 6.7 trillion.

**Key investment priorities**

1. Teacher development: the largest single investment.
2. Infrastructure expansion: significant focus on classroom construction.

3. Access enhancement: major investment to expand enrollment.
4. Quality improvement: substantial allocation of learning materials and teacher training.
5. Equity measures: special education facilities and inclusive education support.

## Costing drivers and assumptions:

### 1. Infrastructure development:

#### a. Pre-primary classrooms:

- 18,721 new classrooms to achieve a 30:1 pupil-to-classroom ratio at pre-primary level, accommodating around 724,648 learners by 2029. Each classroom costs RWF16,584,670 totaling approximately RWF 310.48 billion.

#### b. Primary school infrastructure:

- 18,742 new classrooms to achieve a 46:1 pupil-to-classroom ratio at primary level. Distance-reducing classrooms: 4,090 additional classrooms are targeted at underserved areas to decrease the travel distance for students. These also cost RWF 16,584,670 per unit, adding up to RWF 378.66 billion
- Old classrooms to be rehabilitated: 12,402 classrooms, each cost of classroom costing RWF 16,328,879 (total RWF 202,511 billion).
- Water provision: RWF 24 billion is allocated to provide water access to support feeding programs and hygiene in schools.
- Special needs facilities: 20 resource rooms and assessment centers for students with special needs are planned, with a budget of RWF 1.7 billion.

#### c. Secondary school infrastructure:

- 409 science laboratories (3 in 1) will be constructed for schools with science combinations. The unit cost is RWF 131,544,247, the total cost is RWF 53.80 billion.

#### d. Higher learning infrastructure development at the University of Rwanda, estimated at RWF 337 billion.

### 2. Learning and teaching materials:

#### a. Pre-primary learning kits:

- 4,338 pre-primary schools will receive learning kits focused on play-based learning, including storybooks (RWF 2,500), play kits (RWF 366,000), syllabuses (RWF 7,000), teacher guides (RWF 1,500), learner books (RWF 1,200), and wall charts (RWF 4,000).
- The complete budget for these materials is RWF 2.2 billion.

#### b. Primary and secondary textbooks:

- Primary: aiming for a 1:1 student-to-textbook ratio with 4.46 million textbooks

at RWF 5,000 per book, costing RWF 22 billion.

- Secondary: for upper and lower secondary, 3.86 million textbooks will be supplied, each costing RWF 7,000. The total for secondary school textbooks is RWF 27 billion.

**c. STEM kits:**

- Science kits for 2,024 secondary schools and 3,620 primary schools, costing RWF 4 million and RWF 800,000 per kit, respectively. The total for secondary STEM kits is RWF 8.1 billion, and for primary kits RWF 3.26 billion.

**3. Teacher recruitment, salaries and training:**

**a. Recruitment and salaries:**

- 3,794 pre-primary and primary teachers recruited at an average cost of RWF 14,546 per teacher, totaling RWF 55 million.
- Pre-primary and primary teacher salaries is RWF 1.58 trillion.
- Secondary teacher salaries amount to RWF 621.573 billion over the planned period.
- TVET teacher salaries: the budget is RWF 178.970 billion.

**b. In-service teacher training:**

- 5 days' in-service training for 21,664 primary teachers at RWF 350,000 per teacher, totaling RWF 2.5 billion. English proficiency training for 10,000 teachers will cost RWF 11.1 billion.

**4. School feeding programs:**

- Pre-primary and primary: covering 3,690,598 learners with an allocation of RWF 26,325 per learner for a total of RWF 97.155 billion.
- Secondary: 869,168 secondary students at RWF 20,748 per learner (total RWF 18.033 billion).
- TVET: sustaining feeding for 171,343 TVET students, with costs amounting to RWF 3.555 billion.

**5. Capitation grants:**

- Pre-primary, primary, secondary and TVET: RWF 156.749 billion (Estimates based on the number of student and enrollment projections).

**6. ICT infrastructure and smart classrooms**

- **Smart classrooms:** provision of devices including laptops, projectors and screen projectors, for 2,290 schools.
- Total cost: RWF 447.7 million allocated for equipment, excluding furniture and construction, focusing on ICT devices, security systems and support services.
- RWF 20.6 billion for connectivity setup and maintenance, including monthly subscription fees.
- RWF 14 billion, covering content development, platform upgrades and digital accessibility improvements.

### 6.3.3. Key assumptions

This comprehensive costing model developed for the ESSP covers both ongoing operational expenditures and strategic investments across the education sector. It employs a blended methodology that combines top-down budgeting for recurrent costs—such as salaries and core operational expenses—with bottom-up costing for specific projects, programs, and new initiatives.

To ensure consistency and comparability, the model uses the 2024/25 approved national education budget as the base year. Annual increases in unit costs for key items (e.g. construction, materials, training) have been applied to project future financial requirements. While this approach simplifies longer-term projections, it also allows for detailed, initiative-specific costing of major reforms and capital investments.

These assumptions provide a stable and adaptable framework for financial planning, allowing decision-makers to allocate resources effectively while maintaining flexibility for policy adjustments and new opportunities over the ESSP period.

The main assumptions are:

1. **Inflation:** The projections account for moderate inflation rates, particularly in construction costs, salaries and operational expenses, ensuring that budget allocations remain realistic over the five years.
2. **Completion of ongoing projects:** The plan presumes that ongoing capital and non-capital projects will continue as scheduled, without major delays or cost overruns, allowing the timely allocation of resources to new initiatives.
3. **Timeframe:** The model covers five years from 2024/25 to 2028/29.
4. **Base year:** Ongoing initiatives' costs are calculated using the 2024/25 fiscal year approved budget as a base, with increases applied in subsequent years.
5. **Infrastructure development:** This forms a significant portion of the budget, reflecting a major push to improve and expand educational facilities.
  - a. **Classrooms:** The unit cost of RWF16,584,670 per classroom is consistent across different types of classrooms, which requires a standardized construction approach. This could include costs for materials, labor and basic furnishings.
6. **Costing methods:**
  - Project costs: Used for specific initiatives, projects and programs with defined total budgets.
  - Unit costs: Used for items that can be cost per unit (e.g. classrooms, computers).
7. **Funding sources:** Mix of domestic taxes, external loans and external grants.

## 8. Cost categories:

- Capital costs (e.g. construction projects)
- Non-capital costs (e.g. equipment purchases)
- Operational costs
- Salaries/wages
- Capacity building/training

**9. Sector-wide approach:** Covers all levels of education from pre-primary to higher education and TVET.

**10. Agency-specific budgeting:** Separate recurrent costs (wages and non-wages) are allocated for different education agencies and institutions, using the current FY 2024/25 as a base or benchmark.

**11. Phased implementation:** Projects with costs distributed across years based on implementation phases and project timelines.

**12. Market-based estimates:** Unit costs (e.g. computers) are based on current market prices.

**13. Continuation of existing programs:** Ongoing programs are assumed to continue, with remaining costs projected forward, in line with their timelines.

**14. New initiatives/projects:** Costs for new proposed programs are estimated and included.

**15. School feeding programs:** Costs included for feeding programs at various education levels, using the current FY 2024/25 as a base.

**16. Donor-funded projects:** Externally funded projects with specific budgets are incorporated.

**17. Scholarship programs:** Costs for various scholarship and student support initiatives are included, as per the existing projects and programs.

### 6.3.4. Cost summary tables

This costing provides estimated costs at sector-level outcomes. Outcome indicators are reflected in Table 6 below. The estimates cover a period of five years (2024/25–2028/29). Table 7 provides the estimates by the identified strategic interventions.

**Table 6: Cost by sector outcomes (million RWF)**

<b>Sector outcomes</b>	<b>FY 2024/2025</b>	<b>FY 2025/2026</b>	<b>FY 2026/2027</b>	<b>FY 2027/2028</b>	<b>FY 2028/2029</b>	<b>Total</b>
<b>Outcome 1.1.</b> Enhanced pre- primary education with increased net enrollment	11,608	148,901	99,291	104,736	102,973	<b>467,512</b>
<b>Outcome 1.2.</b> Improved timely enrollment, efficiency and equity in primary education.	103,778	405,330	357,408	253,256	244,491	<b>1,364,266</b>
<b>Outcome 1.3.</b> Increased net enrollment in general secondary education.	21,507	56,711	59,992	51,247	44,564	<b>234,023</b>
<b>Outcome 2.1.</b> Proficiency levels in pre-primary and primary numeracy and literacy improved.	44,158	56,423	49,667	52,427	54,732	<b>257,408</b>
<b>Outcome 2.2.</b> Improved learning outcomes in general secondary education.	15,038	49,759	59,786	49,088	42,736	<b>216,409</b>
<b>Outcome 2.3.</b> Functional adult literacy programs and learning opportunities for out-of-school youth expanded.	2,936	7,659	7,854	9,519	9,537	<b>37,506</b>
<b>Outcome 3.1.</b> Enhanced access to quality education in basic TVET (from 43% to 60%).	44,070	114,926	119,172	147,752	41,037	<b>466,958</b>
<b>Outcome 3.2.</b> Enhanced quality of higher learning education.	78,807	112,523	180,743	156,368	198,876	<b>727,318</b>
<b>Outcome 4.1.</b> Increased use of ICT in teaching and learning at all levels of ed- ucation.	23,665	74,269	61,841	72,103	78,574	<b>310,454</b>

<b>Outcome 5.1.</b> Improved governance through strengthened data systems and accountability mechanisms.	433,106	518,194	526,611	534,618	576,495	<b>2,589,025</b>
<b>Outcome 5.2.</b> Increased resilience and improved gender divide in the education sector.	14,049	1,935	12,911	14,147	14,071	<b>57,115</b>
<b>Total</b>	<b>792,726</b>	<b>1,546,633</b>	<b>1,535,280</b>	<b>1,445,266</b>	<b>1,408,092</b>	<b>6,728,000</b>

**Table 7: Cost by strategic interventions (million RWF)**

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
1.1.1. Construct new, resilient and inclusive classrooms to reach a pupil to classroom ratio of 30:1.	-	119,201	65,316	63,683	57,494	<b>305,694</b>
1.1.2. Facilitate ECD centers to meet pre-primary education standards.	1,360	1,721	236	283	312	<b>3,914</b>
1.1.3. Prioritize the access of 5-year-old children to pre-primary education in formal school settings	1,348	7,103	6,859	7,711	7,155	<b>30,178</b>
1.1.4. Conduct awareness campaign on the importance of early learning with parents and communities to ensure all 5 year olds are enrolled in formal pre-primary education	-	62	65	71	75	<b>273</b>
1.1.5. Invest in equitable access and quality of the school feeding program	8,900	20,693	22,314	28,036	31,411	<b>111,356</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
1.2.1. Construct, renovate and equip inclusive classrooms for primary education to eliminate double shifts and overcrowding.	23,068	317,169	256,668	153,142	153,142	<b>903,191</b>
1.2.2. Invest in equitable access and quality of the school feeding program.	76,373	79,623	80,601	80,791	83,716	<b>401,105</b>
1.2.3. Connect all schools to tap-water supply, construct kitchens and supply cooking stoves.	3,950	5,690	13,696	11,818	-	<b>35,154</b>
1.2.4. Invest in alternative sources of energy to reduce wood fuel usage in school feeding program.	-	120	4,500	4,950	6,525	<b>16,095</b>
1.2.5. Identify, upgrade and equip existing 5 schools for accommodating children with autism and other severe intellectual challenges.	-	1,084	4,608	6,457	6,510	<b>18,659</b>
1.2.6. Construct and equip 20 resource and assessment centers for children with disabilities.	-	1,327	1,351	523	549	<b>3,751</b>
1.2.7. Support inclusive education for children with disability and special educational needs.	387	436	483	524	572	<b>2,403</b>
1.3.1. Invest in equitable access and quality of the school feeding program.	8,229	8,886	9,091	9,296	9,501	<b>45,004</b>
1.3.2. Enhance socio-emotional learning skills for secondary learners.	16,028	29,189	33,690	33,690	33,690	<b>146,287</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
1.3.3. Reduce dropout rate by improving digital attendance tracking and early warning and response mechanisms (involving parents, local leaders, school administration and learners).	13,056	18,403	16,966	8,004	1,103	<b>57,532</b>
1.3.4. Strengthen delivery of the life skills (comprehensive sexuality education, school health/nutrition, socio-emotional learning, gender equity and harmful social norms).	165	174	183	192	201	<b>917</b>
1.3.5. Conduct secondary enrollment campaigns targeting parents, students and school leaders to optimize the use of lower and upper secondary education facilities.	56	59	62	65	68	<b>310</b>
2.1.1. Recruit trained preprimary teachers to reach a pupil to trained teacher ratio of 30 :1.	262	84	88	93	97	<b>627</b>
2.1.2. Recruit trained primary teachers to reach a pupil to trained teacher ratio of 46:1.	-	74	78	82	86	<b>323</b>
2.1.3. Provide effective teaching and learning materials and ensure regular use.	10,848	24,014	9,456	10,520	11,383	<b>66,223</b>
2.1.4. Reduce repetition rate from 30.2% to 15% by continuously implementing remedial education strategies.	9,072	2,464	2,588	2,717	2,853	<b>19,696</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
2.1.5. Provide English training to all primary teachers to meet intermediate English Proficiency levels.	2,659	2,365	2,484	2,608	2,738	<b>12,856</b>
2.1.6. Fast-tracking the implementation of comprehensive assessment policy in Basic Education and TVET.	20,415	25,667	32,550	33,790	35,082	<b>147,506</b>
2.1.7. Prioritize the placement and retention of skilled teachers at pre-primary and lower primary levels.	900	950	1,000	1,050	1,100	<b>5,000</b>
2.1.8. Ensure teachers' time-on-task in classroom and enhance quality teaching	-	800	1,260	1,323	1,390	<b>4,775</b>
2.1.9. Implement aligned foundational skills curriculum with sufficient time and focus on literacy, language and numeracy development	-	-	160	240	-	<b>400</b>
2.2.1. Construct and equip science laboratories to all secondary schools with science combinations	1,879	24,548	18,968	11,951	-	<b>57,347</b>
2.2.2 Provide teaching and learning materials to all secondary schools.	8,444	13,157	23,380	18,080	22,464	<b>85,528</b>
2.2.3 Establish careers guidance and counselling corners to 4,923 secondary schools.	274	1,775	1,892	2,184	2,317	<b>8,444</b>
2.2.4. Provide training for secondary school teachers with emphasis on Science and English	4,440	10,277	15,544	16,873	17,954	<b>65,089</b>
2.3.1. Expand functional adult literacy program	96	524	508	2,007	2,107	<b>5,243</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
2.3.2. Strengthen non-formal and alternative learning pathways for out of school and over age youth and adults, including path ways for re-entry to formal general education.	90	85	296	462	380	<b>1,313</b>
2.3.3. Provide support for youth NEET.	2,749	7,050	7,050	7,050	7,050	<b>30,949</b>
3.1.1. Establish TSS centers of excellence in each district.	9,677	29,074	42,674	79,252	-	<b>160,678</b>
3.1.2. Scale up vocational training centers to cell level (through workplace learning approaches).	17,589	24,327	19,266	17,426	-	<b>78,610</b>
3.1.3. Sustain the school feeding program in TVET schools.	1,594	1,684	2,097	2,389	3,140	<b>10,905</b>
3.1.4. Enhance basic TVET teacher capacities (pedagogy, technical & English proficiency, School leadership and Professional Ethics)	2,869	1,512	1,226	1,046	1,046	<b>7,702</b>
3.1.5. Improve TVET with modern infrastructure, equipment, consumables and materials for quality improvement and increased enrollment.	5,861	35,088	30,756	22,882	12,154	<b>106,743</b>
3.1.6. Align L1-L5 curricula and instructional materials to labor market needs	100	1,130	795	675	615	<b>3,315</b>
3.1.7. Strengthen the TVET quality assurance systems.	3,695	4,188	4,434	6,159	6,159	<b>24,635</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
3.1.8. Sustain and expand work-place learning in TVET with specific focus on industrial attachments, dual training and industry based training.	2,683	17,847	17,847	17,847	17,847	<b>74,071</b>
3.1.9. Enhance socio-emotional learning skills for TVET learners by establishing career guidance and counselling corners in 606 TVET schools.	-	73	73	73	73	<b>295</b>
3.2.1. Expand investment and public-private partnerships (PPPs) to scale infrastructure development and support teaching, learning and student life.	42,361	47,929	122,889	106,156	107,326	<b>426,662</b>
3.2.2. Review and update undergraduate and postgraduate programs at UR to align with labor market needs and develop new programs in emerging fields.	11,136	15,026	15,167	14,414	48,397	<b>104,142</b>
3.2.3. Carry out a full review of Advanced Diploma curriculums and develop new BTech program for the RP in line with labor market needs.	70	3,673	-	-	-	<b>3,743</b>
3.2.4. Expand PhD programs in high-demand and interdisciplinary areas to boost research capacity and innovation.	117	144	180	198	261	<b>900</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
3.2.5. Increase the percentage of PhD qualified academic staff from 23.8 % to 48% by 2029 and offer professional development opportunities aligned with international best practice.	418	3,215	278	-	-	<b>3,913</b>
3.2.6. Strengthen the centers of excellences to enhance innovation and research with private sector engagement.	2,473	10,000	8,732	779	779	<b>22,767</b>
3.2.7. Improve institutional support systems (including digitalization) to ensure continuous quality assurance in teaching, research and administration in higher learning institutions.	373	850	315	324	324	<b>2,187</b>
3.2.8. Integrate career development services with a focus on employability skills and expand internship programs for work-force readiness.	71	92	96	96	72	<b>429</b>
3.2.9. Strengthen the capacity of RTTI to offer professional development courses and training programs for pre service and in service TVET teachers while responding to labor market demands.	24	300	315	330	347	<b>1,317</b>
3.2.10. Accelerate academic staff training to strengthen their capacity for teaching, research and innovation.	733	1,048	864	864	864	<b>4,373</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
3.2.11. Promote alternative innovative financing arrangements to mobilize funding for higher education including income share agreements, specialized bank products.	0	6	8	6	0	<b>20</b>
3.2.12. Collaborate with the private sector to provide scholarships and financial support for higher education, targeting critical and underserved fields.	1,585	7,548	8,076	8,192	15,498	<b>40,901</b>
3.2.13. Accelerate the implementation of strategies that aim to align curriculum with the needs of industry while supporting national, regional and global collaboration.	19,442	22,689	23,819	25,005	25,005	<b>115,961</b>
4.1.1. Provide and maintain ICT infrastructure and equipment in schools to increase the percentage of schools using ICT in teaching and learning (computers, projectors etc.)	12,106	53,608	53,385	62,841	68,754	<b>250,696</b>
4.1.2. Provide electricity and internet connectivity for all schools.	86	91	120	136	147	<b>580</b>
4.1.3 Strengthen digital skills for teachers, school leaders, and district education officials to use ICT devices for teaching, CPD and data analysis.	-	6,358	275	292	321	<b>7,247</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
4.1.4. Expand accessible and interactive digital content and train teachers in the use of the e-learning platform at all levels.	2,151	3,315	1,376	1,482	1,248	<b>9,573</b>
4.1.5. Provide and maintain broadband coverage and connectivity in schools to improve teaching and learning as well as research and innovation.	9,275	10,838	6,611	7,272	7,999	<b>41,996</b>
4.1.6. Develop capacity of ICT support staff to facilitate students and teachers.	47	58	72	79	104	<b>360</b>
5.1.1. Invest in education data systems and integration for improved efficiency in evidence-based decision making and policies.	2,064	2,484	2,452	2,534	2,657	<b>12,194</b>
5.1.2. Scale up evidence-based proven approaches to education.	-		65	79	96	<b>240</b>
5.1.3. Strengthening quality assurance and compliance with education norms and standards in Basic Education and TVET.	1,446	2,466	2,431	2,369	1,928	<b>10,643</b>
5.1.4. Establish an accountability model for supporting school governance and management.	77	569	612	764	819	<b>2,842</b>
5.1.5. Strengthen capacities of national staff to improve data collection, data analysis and reporting skills to enhance evidence generation and decision making.	16	14	18	18	19	<b>85</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
5.1.6. Improve school-community partnership/ collaboration to address attendance, drop-outs and other education challenges.	63	67	70	74	77	<b>351</b>
5.1.7. Develop a robust education data strategy and research and learning agenda to inform strategic planning.	-	15	20	17	14	<b>66</b>
5.1.8. Strengthen MINEDUC, partners and district coordination for improved sector planning and implementation.	402,928	494,174	503,975	520,757	569,781	<b>2,491,617</b>
5.1.9 Improve digital attendance tracking and early warning response system to improve attendance and prevent dropout	26,510	18,403	16,966	8,004	1,103	<b>70,986</b>
5.2.1. Strengthen the integration of environment and climate change into the national curriculums.	18	19	20	21	22	<b>100</b>
5.2.2. Promote and expand eco-school activities across education institutions.	11,267	1,091	12,000	13,000	13,000	<b>50,359</b>
5.2.3. Build capacity of teachers, policy makers and students on climate change education.	-	250	275	430	305	<b>1,261</b>
5.2.4. Develop and distribute age-appropriate supplementary reading materials on climate change for students in pre-primary, primary and secondary schools.	2,341	221	232	380	399	<b>3,574</b>

Strategic intervention	2024/25	2025/26	2026/27	2027/28	2028/29	Total
5.2.5. Support the teaching of national values that discourage teenage pregnancies and drug abuse.	22	23	24	25	26	<b>120</b>
5.2.6. Strengthen resilience of the education sector to respond to climate change shocks and other health emergencies.	18	88	92	21	22	<b>242</b>
5.2.7. Bridge the gender divide in education especially in tertiary, ICT, STEM and TVET programs by providing scholarships and other incentives to girls.	11	11	12	13	13	<b>60</b>
5.2.8. Provide integrated health, nutrition and wellbeing services and education in schools.	63	250	275	278	306	<b>1,172</b>
<b>Grand total</b>	<b>792,726</b>	<b>1,546,633</b>	<b>1,535,280</b>	<b>1,445,266</b>	<b>1,408,092</b>	<b>6,728,000</b>

## ANNEX 1: Monitoring and Evaluation Matrix for the ESSP

### Key assumptions for generating the targets include:

1. The baseline values are derived from the latest available reports such as LARS (2023), Education Statistical Yearbook (2023/24) and the World Bank.
2. Most of the targets are determined by the progressive movement of the indicators over the last 10 years (or at least during the last ESSP), whichever period has available data. The targets are ambitious but considered feasible.
3. Continued budgetary commitments from the Government, with increments averaging 15 per cent during the last ESSP, with real yearly increases of 2 per cent to be sustained by the gains in economic performance.

## ESSP Monitoring and Evaluation Matrix

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Enhanced pre-primary education with increased NER (from 44.7% to 65%)</b>	NER in pre-primary	%	44.7%	50.2%	55.8%	58.2%	61.5%	65%	EMIS	MINEDUC
	Pupil-to-classroom ratio	Ratio	64:1	57:1	42:1	35:1	32:1	30:1	EMIS	MINEDUC
	Pupil-to-trained teacher ratio in pre-primary	Ratio	106:1	100:1	72:1	55:1	41:1	32:1	EMIS	MINEDUC
	% of trained teaching staff in pre-primary education	%	52.6%	55%	60%	62%	65%	70%	EMIS	MINEDUC
	# of pre-primary schools with appropriate play-based materials	#	470	608	1,557	2,490	3,945	4,338	EMIS	MINEDUC
	# of ECDs supported to meet pre-primary standards	#	0	0	667	2,334	4,001	4,296	EMIS	MINEDUC
	# of learners fed at school	#	515,377	571,889	638,615	677,869	733,605	784,962	EMIS	MINEDUC

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Improved timely enrollment, efficiency and equity in primary education</b>	Net intake rate in P1	%	50.5%	56.5%	62.5%	68.5%	74.5%	80%	EMIS	MINEDUC
	% of P1 students who attended pre-primary	%	44.5 %	51.9%	56.5%	58.9%	62.2%	65.7%	EMIS	MINEDUC
	Pupil-to-classroom ratio	Ratio	63:1	59:1	56:1	51:1	47:1	46:1	EMIS	MINEDUC
	Dropout rate in primary	%	5.2%	5%	4.8%	4.5%	4%	3.9%	EMIS	MINEDUC
	Repetition rate in primary	%	29.7 %	28%	25%	20%	17%	15%	EMIS	MINEDUC
	# of children with disabilities enrolled in primary schools	#	31,751	45,323	54,323	64,323	74,323	80,323	EMIS	MINEDUC
	Completion rate for primary education	%	35.1%	38%	40%	42%	43%	45%	Inte- grated house- hold liv- ing con- ditions survey (EICV)	National Institute of Sta- tistics of Rwanda (NISR)

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Improved timely enrollment, efficiency and equity in primary education</b>	Participation rate in organized learning (one year before the official primary entry age)	%	80.3%	84%	86%	87.7%	91.7%	95.8%	EMIS	MINEDUC
	# of learners fed at school (public)	#	2,812,399	2,835,880	2,852,394	2,864,327	2,874,682	2,905,634	EMIS	MINEDUC
	# of schools with school feeding support facilities (kitchen, cooking stoves, tap water supply)	#	2,775	2,775	2,885	2,997	3,109	3,221	EMIS	MINEDUC
<b>Increased NER in basic secondary education</b>	NER in secondary education	%	29.1%	31.0%	32.8%	34.7%	36.5%	38.4%	EMIS	MINEDUC
	# of schools with career guidance and counselling corners	#	1,632	455	3,278	4,101	2,000	4,923	Report	REB
	% of general secondary schools with science laboratories	%	11.6%	13%	20%	25%	28%	30%	EMIS	MINEDUC
	Completion rate lower secondary	%	20.5%	21%	23%	25%	26%	27%	EICV	NISR

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Increased NER in basic secondary education</b>	Completion rate upper secondary	%	17.8%	18.5%	20%	22%	24%	25%	EICV	NISR
	Proportion of trained teachers in general and professional secondary education	%	86.5%	88%	90%	92%	94%	95%	EMIS	MINEDUC
	# of learners fed at school	#	744,110	764,014	787,259	812,115	836,504	869,168	EMIS	MINEDUC
<b>Improved proficiency levels in pre-primary and primary numeracy and literacy mathematics and literacy</b>	% P3 learners who meet national proficiency benchmarks in Kinyarwanda, English and mathematics	%	Kinyarwanda oral reading familiar words: 69%	-	79%	-	98%	-	EMIS	MINEDUC
			English: 37.52%	-	50%	-	60%	-		
			Maths: 55.6%	-	65%	-	70%	-		
	% P6 learners who meet national proficiency benchmarks in English and mathematics	%	English: 0.7%	-	70.7%	-	80.7%	-	EMIS	MINEDUC
Maths: 68.3%			-	75%	-	80%	-			

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Improved proficiency levels in pre-primary and primary numeracy and literacy mathematics and literacy improved</b>	% of trained teachers in primary education	%	67.9%	70%	73%	75%	78%	80%	EMIS	MINEDUC
	Pupil-to-textbook ratio in primary	Ratio	5:1	4:1	3:1	2:1	1:1	1:1	EMIS	MINEDUC
	% of primary teachers meeting English proficiency level	%	4%	10%	60%	80%	90%	95%	Annual report	REB
<b>Improved learning outcomes in general secondary education</b>	% learners at or above basic proficiency in mathematics, science and English in S3	%	Maths: 63.8%	-	68%	-	72%	-	EMIS	MINEDUC
			English: 47.2%	-	49.5%	-	75%	-		
			Science: 65.6%	-	70%	-	75%	-		
	Transition rate from secondary to higher education	%	49.6 %	51.6%	53.6%	55.8%	58.0%	60.3%	EMIS	MINEDUC
% of general secondary and TVET teachers meeting English proficiency level	%	86.6%	45%	60%	70%	75%	80%	Report	REB, RTB	

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Expanded functional adult literacy programs and learning opportunities for out of school youth</b>	# of non literate adults trained	#	99,255	109,196	259,610	410,024	560,438	710,852	EMIS	MINEDUC
	Out of school rate, primary	%	2.6	2.2	1.8	1.4	1.0	0.6	EICV	NISR
	Out of school rate, lower secondary	%	1.1	1.0	0.9	0.8	0.7%	EICV	NISR	
	Out of school rate, upper secondary	%	22.9	22.5%	22.1%	21.5%	21.3%	21%	EICV	NISR
<b>Enhanced access to quality education in basic TVET</b>	% of students enrolled in TVET as proportion of total students enrolled in upper secondary	%	38.7%	45%	50%	55%	59%	60%	EMIS report	NESA
	# of TSS centres of excellence established	#	1	1	5	9	18	30	EMIS report	MINEDUC
	# of VTCs established	#	104	154	584	1,214	1,614	2,044	Report	RTB
	# of graduates of vocational training through workplace learning.	#	23,296	28,296	43,296	58,296	73,296	83,296	EMIS report	RTB

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Enhanced access to quality education in basic TVET</b>	# of TVET classrooms constructed	#	2,223	2,408	2,719	2,936	3,110	3,153	EMIS report	RTB
	# of schools with standard workshops	#	522	522	543	564	585	606	EMIS report	RTB
	# of trained in service basic TVET Teachers	#	1,317	1,317	2,363	3,410	4,456	5,502	EMIS report	RTB
	# of learners fed at school	#	66,596	87,265	107,058	130,692	154,616	171,343	EMIS report	MINEDUC
	# of learners provided with adequate training consumables	#	106,722	113,608	141,231	175,917	200,361	264,353	EMIS report	MINEDUC
<b>Enhanced quality of higher learning education</b>	% of PhD holders among academic staff	%	23.8%	26%	28%	30%	31%	32%	EMIS	HEC
	% of students enrolled in STEM related courses as proportion of total students in higher education.	%	51.7%	51.7%	53%	55%	58%	60%	EMIS report	HEC

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Enhanced quality of higher learning education</b>	# of innovative projects created (leading to new products, systems)	#	7	8	9	12	13	14	Reports	UR, RP
	# of new classrooms block (Rukara, Busogo)	#	0			1		1	Reports	UR
	# of new student hostels (Rukara, Busogo)	#	0		1	0	1	0	Reports	UR
	# of existing programs reviewed and in alignment with labor market needs	#	272	88	54	40	40	50	Reports	UR
	#of new programs aligned with labor market needs	#	0	3	4	4	2	1	Reports	UR
	#of new PhD programs	#	39 existing PhD programs	5	5	5	5	5	Reports	UR
	IEBMIS to drive comprehensive digital transformation	#					MIS operational		Reports	UR

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Increased use of ICT in teaching and learning at all levels of education</b>	% of schools using ICT for teaching and learning	%	35.5%	45%	50%	55%	60%	65%	EMIS report	MINEDUC
	Teacher-to-computer ratio in primary	Ratio	4:1	4:1	3:1	2:1	1:1	1:1	EMIS report	MINEDUC
	Student-to-computer ratio	Ratio	9:1	8:1	7:1	6:1	5:1	4:1	EMIS report	MINEDUC
	% of schools with internet connectivity	%	61.8%	63%	70%	75%	80%	85%	EMIS report	MINEDUC
	% of schools connected to on-grid electricity	%	84.2%	85%	87%	90%	93%	95%	EMIS report	MINEDUC
<b>Improved governance of the education sector through strengthened data systems and accountability mechanisms</b>	% of school leaders and teachers trained on the use of IEMIS	%	0%	30%	60%	80%	90%	98%	Report	MINEDUC
	# of scaled up evidence-based proven approaches to education	#	1	1	1	0	0	1	Reports	MINEDUC

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Improved governance of the education sector through strengthened data systems and accountability mechanisms</b>	# of evidence lab staff trained in data analysis & reporting	#	16	16	16	16	16	16	Reports	MINEDUC
	# of data and evidence products informing change in policy/practice		7	9	11	13	15	20	Reports	MINEDUC
	% of higher learning institutions above average level of compliance with quality norms and standards	%	76.7%	79.4%	82.0%	84.7%	87.3%	90%	Report	HEC
	% of annual statistical tables of yearbook automated in IEMIS	%	0	50	80	90	95	95	Report	MINEDUC
	% of teachers entering assessment data in CAMIS	%	TBD	-	95	100	100	100	Report	NESA

ESSP Outcome	Indicators	Units	Baseline (2023/24)	Annual targets					Means of verification and data sources	Responsibility for reporting
				24/25	25/26	26/27	27/28	28/29		
<b>Improved governance of the education sector through strengthened data systems and accountability mechanisms</b>	% of total government spending (excluding debt services) on education	%	18	18.5	19	19.5	19.8	20	Report	MINEDUC
	Government expenditure on education as a percentage of GDP	%	3.9	3.9%	4.5	4.7	4.9	5	Report	MINEDUC
<b>Increased resilience and improved gender divide in the education sector</b>	% of teachers trained on climate change and environment	%	15%	20%	30%	50%	70%	80%	Report	MINEDUC
	% of schools with green school initiatives	%	15%	20%	30%	50%	70%	80%	Report	MINEDUC
	% of girls enrolled in STEM subjects at upper secondary	%	58.7%	59.3	59.9	60.5%	61.1%	61.8%	Report	MINEDUC

## **ANNEX 2: The Education Sector Strategic Implementation Plan (ESSIP)**

The Education Sector Strategic Implementation Plan (ESSIP) 2024–2029 translates the Government of Rwanda’s strategic priorities for the education sector—outlined in the Education Sector Strategic Plan (ESSP)—into actionable programs and interventions. It provides a clear operational framework to implement the ESSP, detailing sector priorities, expected outcomes, measurable targets, and the responsibilities of key implementing institutions.

The ESSIP serves as a practical roadmap to address current challenges and harness opportunities for sustainable development. Developed through a collaborative and evidence-based approach, the plan ensures alignment between national education goals and broader regional and global commitments, including the Sustainable Development Goals (SDGs) and the Continental Education Strategy for Africa (CESA 16–25).

By providing a structured framework for accountability, resource optimization, and results-oriented delivery, the ESSIP enables the effective translation of policy into practice—paving the way for transformative progress in Rwanda’s education sector over the implementation period.

## ESSP Implementation Plan

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
Ensure timely access to quality education in basic education	Increased net enrollment in pre-primary from 39% to 65%	<b>Net enrollment rate in pre-primary</b>	%	44.7%	65%	New classrooms: <b>1936</b>	New classrooms: <b>5364</b>	New classrooms: <b>4,000</b>	New classrooms: <b>3,900</b>	New classrooms: <b>3,521</b>	Lead: MINEDUC (REB)
		<b>Pupil classroom ratio (PCR)</b>	#	64:1	30:1	Constructed latrines: <b>450</b>	Constructed latrines: <b>10,500</b>	Constructed latrines: <b>6,000</b>	Constructed latrines: <b>5,850</b>	Constructed latrines: <b>5,282</b>	
				New desks: <b>6,900</b>	New desks: <b>161,000</b>	Desks: <b>92,000</b>	Desks: <b>89,700</b>	Desks: <b>80,983</b>			
				Recruitment of new teachers: <b>564 (PCR 57:1)</b>	Recruitment of new teachers: <b>1,828 (PCR 42:1)</b>	Recruitment of new teachers: <b>418 (PCR 35:1)</b>	Recruitment of new teachers: <b>4,622 (PCR 32:1)</b>	Recruitment of new teachers: <b>7,752 (PCR 30:1)</b>			
<b>Pupil trained teacher ratio in pre-primary</b>	Ratio	106:1	32:1	New teachers to be trained: <b>850</b> (total trained teachers of 5,748 for 632,972 learners to reach the PTTR of 100:1)	New teachers to be trained: <b>3,499</b> (total trained teachers of 9,247 for 786,065 learners to reach the PTTR of 72:1)	New teachers to be trained: <b>3,794</b> (total trained teachers: 13,041 teachers for 847,659 learners to reach the PTTR of 55:1)	New teachers to be trained: <b>6,323</b> (total trained teachers: 19,364 teachers for 1,065,026 learners to reach the PTTR of 41:1)	New teachers to be trained: <b>7,152</b> (total trained teachers: 26,516 teachers for 1,193,219 learners to reach the PTTR of 32:1)			
<b>Number of preprimary schools with appropriate play-based materials</b>	#	470 (13.2%)	4,360 (50%)	Supply <b>608 (15%)</b> pre-primary schools with appropriate play-based materials	Supply <b>1,557 (33%)</b> pre-primary schools with appropriate play-based materials	Supply <b>2,490 (39%)</b> pre-primary schools with appropriate play-based materials	Supply <b>3,945 (49%)</b> pre-primary schools with appropriate play-based materials	Supply <b>4,360 (50%)</b> pre-primary schools with appropriate play-based materials			

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
<b>Ensure timely access to quality education in basic education</b>	Increased net enrollment in pre-primary from 39% to 65%	<b>Number of ECDs supported to meet pre-primary standards</b>	#	0	4,296	Identify and Support <b>2,148</b> ECD centers to meet minimum standards to undertake the preprimary education.	Support <b>4,296</b> ECDs to undertake the pre-primary education	Support <b>4,296</b> ECDs to undertake the pre-primary education	Support <b>4,296</b> ECDs to undertake the pre-primary education		
		<b>Number of learners fed at school students</b>	#	515,377	784,982	Sustain school feeding program for 571,899 learners in public and government-aided schools.	Sustain school feeding program for 677,869 learners in public and government-aided schools.	Sustain school feeding program for 733,605 learners in public and governmentaided schools.	Sustain school feeding program for 784,962 learners in public and governmentaided schools.		

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
Improved timely enrollment, efficiency and learning outcomes in primary education	Net intake rate in primary I	Classroom pupil ratio	%	50.5%	80%	Construct 3,324 classrooms to phase out over-crowding and double shifts	Construct 3,373 classrooms to phase out over-crowding and double shifts	Construct 5,000 classrooms to phase out over-crowding and double shifts.	Construct 5,000 classrooms to phase out double shifts	Construct 2,045 classrooms to phase out overcrowding	
			Ratio	63:1	46:1	In service teachers trained: 5,000  New teachers from TTCs recruited: 4,759	Old classrooms to be rehabilitated: 4,641  Old classrooms to be replaced: 3,120 Construction of offices for school administration: 300  Constructed latrines: 16,308  Constucted and equiped Girls Rooms: 712  In service teachers trained: 16,664  New teachers from TTCs recruited: 4,610	Old classrooms to be rehabilitated: 4,641  Old classrooms to be replaced: 3,120 Constructed latrines: 11,478  Constucted and equiped Girls Rooms: 713  In service teachers trained: 1,000  New teachers from recruited: 3,429	Needed classrooms to reduce long distance: 2,045  Old classrooms to be rehabilitated: 4,641  Construct la-trines: 9,716  Constructed and equiped Girls Rooms: 713  In service teachers trained: 1,000  New teachers from TTCs recruited: 3,930	Needed classrooms to reduce long distance: 2,045  Constructed latrines: 3,068  New teachers from TTCs recruited: 2,145	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Repetition rate in Primary</b>	%	29.7 %	15%	Remedial program at the end of school year in P1, P2 and P3	Remedial program at the end of school year to all primary grades	Scale up the implementation of remedial program to all primary grades	Scale up the implementation of remedial program to all primary grades	Scale up the implementation of remedial program to all primary grades	
		<b># of children with disabilities enrolled in primary schools</b>	#	31,751	80,323	-	-	Construction of classrooms: <b>109</b> Construction of hostels: <b>4</b> Construction of dining halls: <b>2</b> Construction of latrines: <b>164</b> Desks: <b>2,507</b> Electricity Supply: <b>100%</b> Textbooks: <b>6,546</b> Computer laboratories : <b>6</b>	Construction of therapy rooms (Occupational, Phyio, speech therapy: <b>3</b> Construction and equipment of additional resource room: <b>10</b> Recruitment of special teachers: <b>218</b> Recruitment of supporting staff: <b>109</b>	-	
		<b>Number of learners fed at school</b>	#	2,812,399	2,905,634	Sustained school feeding program for <b>2,835,880</b> learner in public and Gov-aided school	Sustained school feeding program for <b>2,852,394</b> learner in public and Gov-aided school	Sustained school feeding program for <b>2,864,327</b> learner in public and Gov-aided school	Sustained school feeding program for <b>2,874,682</b> learner in public and Gov-aided school	Sustained school feeding program for <b>2,905,634</b> learner in public and Gov-aided school	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Number of schools with school feeding support facilities (Kitchen, cooking stoves, tap water supply)</b>	#	3,602	3,932	290 new cooking Stoves supplied Water supply: <b>82%</b> Safe drinking water supply: <b>70%</b> % of public and gov-aided schools with Nutrition Garden: <b>80%</b>	Constructed Kitchen: <b>170</b> <b>1,000</b> Cooking Stoves supplied Water supply: <b>85%</b> Safe drinking water: <b>75%</b> % of public and gov-aided schools with Nutrition Garden: <b>83%</b>	Constructed Kitchen: <b>170</b> <b>400</b> cooking stoves Water supply: <b>95%</b> Safe drinking water: <b>90%</b> % of public and gov-aided schools with Nutrition Garden: <b>86%</b>	Constructed Kitchen: <b>170</b> <b>258</b> cooking stoves supplied Water supply: <b>98%</b> Safe drinking water supply: <b>85%</b> % of public and gov-aided schools with Nutrition Garden: <b>89%</b>	Water supply: <b>98%</b> Safe drinking water supply: <b>90%</b> % of public and gov-aided schools with Nutrition Garden: <b>92%</b>	
	Increased net enrollment and quality in basic secondary education	<b>Net enrollment rate in Secondary education</b>	%	29.1%	38.4%	Number of in service teachers trained: 1,000 (26%) out of existing 3,787 Untrained teaching staff  New teachers recruited: 500	Number of in service teachers trained: 1,500 (53%)  New teachers recruited: 500	Number of in service teachers trained: 1,287 (100%)  New teachers recruited: 500	New teachers recruited: 500	New teachers recruited: 500	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
<b>Enhance quality of education at all levels with focus on improving learning outcomes at foundational grades.</b>	Proficiency levels in early grade mathematics and literacy improved	<b>% learners at or above basic proficiency in Kinyarwanda, English, Numeracy in P3.</b>	%	Kiny:69% English: 37.52%  Numeracy: 55.6%	Kiny: 98% English: 60%  Numeracy:70%	School remedial program to all primary grades with focus on lower primary	School remedial program to all primary grades with focus on lower primary	School remedial program to all primary grades with focus on lower primary	School remedial program to all primary grades with focus on lower primary	School remedial program to all primary grades with focus on lower primary	
		<b>Textbook Pupil Ratio in primary</b>	Ratio	5:1	1:1	Textbooks to lower primary: 767,630 Textbooks to upper primary: 915,439	Textbooks to lower primary: 1,280,306 Textbooks to upper primary: 1,176,602	Textbooks to lower primary: 1,318,716 Textbooks to upper primary: 1,211,900	Textbooks to lower primary: 1,358,277 Textbooks to upper primary: 1,248,25	Textbooks to lower primary: 1,399,825 upper primary: 1,385,705	
		<b>% of primary teachers meeting intermediate English proficiency level</b>	%	4%	95%	Identification of teachers' training	Training and certification for 60% of teachers	Training and certification for 80% of teachers	Training and certification for 90% of teachers	Training and certification for 95% of teachers	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
Improved learning outcomes in General basic education	% learners at or above basic proficiency in Mathematics, science and English in S3	%	Maths: 64%	Maths: 72%,	<b>131</b> international teachers for education technical support	Recruited in ternational <b>131</b> teachers for education technical support	Recruited in ternational <b>231</b> teachers for education technical support	Recruited international <b>331</b> teachers for education technical support	Recruited international <b>431</b> teachers for education technical support		
			English: 48%	English 55%,		Textbooks to lower secondary: 0	Textbooks to lower secondary: <b>1,731,915</b>	Textbooks to lower secondary: <b>1,731,915</b>	Textbooks to lower secondary: <b>1,731,915</b>	Textbooks to lower secondary: <b>1,731,915</b>	
			Science: 66%	Science 75%		Textbooks to upper secondary: 0	Textbooks to upper secondary: <b>892,240</b>	Textbooks to upper secondary: <b>892,240</b>	Textbooks to upper secondary: <b>892,240</b>	Textbooks to upper secondary: <b>892,240</b>	
			Identification of teachers' training methodology and certification	English training and certification Constructed and equipe libraries <b>680</b>		English training and certification Constructed and equipped libraries: <b>680</b>	English training and certification Constructed and equipped libraries: <b>680</b>	English training and certification Constructed and equipped libraries: <b>680</b>	Conduct and publish <b>LARS</b> results for learners in S3	Conduct and publish <b>LARS</b> results for learners in S3	
	% of general secondary and TVET teachers meeting English proficiency level	%	38%	98%	Textbooks to upper secondary: 0						
	% of transition rate from secondary to higher education	%	49.6%	60.3%							
	Number of schools with career guidance and counseling corners	#	1,632	4,923	Number of schools with established career guidance and counseling corners: <b>1632</b>	Number of schools with established career guidance and counseling corners: <b>2,454</b>	Number of schools with established career guidance and counseling corners: <b>3,276</b>	Number of schools with established career guidance and counseling corners: <b>4,098</b>	Number of schools with established career guidance and counseling corners: <b>4,986</b>		

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
	Improved learning outcomes in General basic education	<b>Number of learners fed at school</b>	#	744,110	869,168	Sustained school feeding program for <b>764,014</b> learners in public and Gov-aided school	Sustained school feeding program for <b>787,259</b> learners in public and Gov-aided school	Sustained school feeding program for <b>812,115</b> learners in public and Gov-aided school	Sustained school feeding program for <b>836,504</b> learners in public and Gov-aided school	Sustained school feeding program for <b>869,168</b> learners in public and Gov-aided school	
		<b>% of general secondary schools with science laboratories</b>	#	11.6%	30%	42 new science labs	155 new science labs	111 new Science labs	56 new science labs	45 new Science labs	
	Functional adult literacy programs and learning opportunities for out-of-school youth expanded	<b># of non-literate adults trained</b>	#	109,196	710,852	100 new learners in adult education centres	170 new learners in adult education centres	177 new learners in adult education centres	177 new learners in adult education centres	177 new learners in adult education centres	
		<b>Out of school rate, primary</b>	%	2.6	0.6	Implementation of the school feeding program Implementation of the Zero Out of School Children Project	Implementation of the school feeding program Implementation of the Zero Out of School Children Project	Implementation of the school feeding program Implementation of the Zero Out of School Children Project	Implementation of the school feeding program Implementation of the Zero Out of School Children Project	Implementation of the school feeding program Implementation of the Zero Out of School Children Project	
		<b>Out of school rate, lower secondary</b>	%	1.10%	0.7%	Implementation of the school feeding program	Implementation of the school feeding program	Implementation of the school feeding program and Alternative Education Program	Implementation of the school feeding program and Alternative Education Program	Implementation of the school feeding program and Alternative Education Program	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Out of school rate, upper secondary</b>	%	22.9%	21%	Implementation of the school feeding program	Implementation of the school feeding program	Implementation of the school feeding program and Alternative Education Program	Implementation of the school feeding program and Alternative Education Program	Implementation of the school feeding program and Alternative Education Program	
<b>Scale up access to market relevant Education in Basic TVET and Higher Education</b>	Enhanced access to quality education in Basic TVET	<b>% of students enrolled in TVET as proportion of total students enrolled in upper secondary</b>	%	38.7%	60%	Supply of training equipment for 20 TVET wings	Supply of training equipment for 49 TVET wings Development of 2228143 Trainers manuals Development of 52082717 Trainees' Manuals for level 1 to 5 learners 29 dormitories	Supply of training equipment for 57 TVET wings Development of 2228143 Trainers manuals Development of 52082717 Trainees' Manuals for level 1 to 5 learners 20 dormitories	Supply of training equipment for 49 TVET wings Development of 2228143 Trainers manuals Development of 52082717 Trainees' Manuals for level 1 to 5 learners	Supply of training equipment for 20 TVET wings Development of 2228143 Trainers manuals Development of 52082717 Trainees' Manuals for level 1 to 5 learners 10 dormitories	Lead: MINEDUC (RTB, UR, RP)

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b># of TSS Centers of Excellence established</b>	#	1	30	48 Classrooms for 4 CoEs Latrines: 72 Desk: 1,104 Computer lab: 4 Virtual Computer lab: 4 Workshops: 8 Equipment: 8 workshops Boarding facilities: 8 blocks Laboratories: 8 Production unit: 8 Electricity connectivity to 3 phase (transformer, cables and consumable)	48 Classrooms for 4 CoEs Latrines: 72 Desk: 1,104 Computer lab: 4 Virtual Computer lab: 4 Workshops: 8 Equipment: 8 workshops Boarding facilities: 8 blocks Laboratories: 8 Production unit: 8 Electricity connectivity to 3 phase	108 Classrooms for 9 CoEs Latrines: 162 Desk: 2,484 Computer lab: 9 Virtual Computer lab: 9 Workshops: 18 Equipment: 18 workshops Boarding facilities: 18 blocks Laboratories: 18 Production unit: 18 Electricity connectivity to 3 phase	144 Classrooms for 12 CoEs Latrines: 216 Desk: 3,312 Computer lab: 12 Virtual Computer lab: 12 Workshops: 24 Equipment: 24 workshops Boarding facilities: 24 blocks Laboratories: 24 Production unit: 24 Electricity connectivity to 3 phase		



Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b># of VTCs established</b>	#	104	2,044	Consumables: 5,000 learners Allowances for In Company Instructors: 100 Learners	Consumables: 15,000 learners Allowances for In Company Instructors: 800 Learners	Consumables: 15,000 learners Allowances for In Company Instructors: 1,260 Learners	Consumables: 15,000 learners Allowances for In Company Instructors: 800 Learners	Consumables: 10,000 learners Allowances for In Company Instructors: 860 Learners	
		<b># of graduates of Vocational training through Workplace learning.</b>	#	23,296	83,286	Insurance: 5,000 Personal Protective Equipment for 5,000 learners Facilitation fees (Lunch): 5,000 learners Operation cost for 50 Workplaces	Insurance: 15,000 Personal Protective Equipment for 1,5000 learners Facilitation fees (Lunch): 15,000 learners Operation cost for 400 Workplaces	Insurance: 15,000 Personal Protective Equipment for 15,000 learners Facilitation fees (Lunch): 15,000 learners Operation cost for 630 Workplace	Insurance: 15,000 Personal Protective Equipment for 15,000 learners Facilitation fees (Lunch): 15,000 learners Operation cost for 400 Workplaces	Insurance: 10,000 Personal Protective Equipment for 10,000 learners Facilitation fees (Lunch): 10,000 learners Operation cost for 430 Workplace	
		<b>#TVET classrooms constructed</b>	#	2,223	3,153	Construction of 183 new classrooms; 12,627 latrines	Construction of 313 new classrooms, 14 dining halls; 14 kitchen; 21,597 latrines	Construction of 217 new classrooms, 4 dining halls; 14,973 latrines	Construction of 174 new classrooms, 4 dining halls; 12,006 latrines	Construction of 43 new classrooms, 2,967 latrines	
		<b># of schools with standard workshops</b>	#	522	606		Construction of 42 workshops supply of equipment: for 42 workshops	Construction of 42 workshops supply of equipment: for 42 workshops	Construction of 42 workshops supply of equipment: for 42 workshops	Construction of 42 workshops supply of equipment: for 42 workshops	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Number of TVET learners fed at school</b>	#	66,596	171,343	Sustained school feeding program for 87,265 learners in public and gov-aided school	Sustained school feeding program for 107,058 learners in public and gov-aided school	Sustained school feeding program for 130,692 learners in public and gov-aided school	Sustained school feeding program for 154,616 learners in public and gov-aided school	Sustained school feeding program for 171,343 learners in public and gov-aided school	
		<b>Number of learners provided with adequate training consumables</b>	#	113,608	264,353	Consumable fees for 1,136,08 learners at the rate of 47%	consumable fees for 141,231 learners at the rate of 57%	Consumable fees for 175,917 learners at the rate of 67%	Consumable fees for 200,361 learners at the rate 75%	Consumable fees for 264,353 learners at the rate of 80%	
		<b>In service teachers trained</b>	#	1,317	4,185	6 international teachers for education technical support	6 international teachers for education technical support	14 international teachers for education technical support	22 international teachers for education technical support	30 international teachers for education technical support	
						Consumables for technical training Consumable for pedagogical training Training facilitation fees Mission allowances for 1,046 teachers	Consumables for technical training Consumable for pedagogical training Training facilitation fees Mission allowances for 1,046 teachers	Consumables for technical training Consumable for pedagogical training Training facilitation fees Mission allowances for 1,046 teachers	Consumables for technical training Consumable for pedagogical training Training facilitation fees Mission allowances for 1,046 teachers	Consumables for technical training Consumable for pedagogical training Training facilitation fees Mission allowances for 1,046 teachers	



Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
	Aligned and enhanced quality of higher learning education	<b>% of PhD holders among Academic staff.</b>	%	23.8% (1111)	32% (1422)	Enroll 44 new PhD holders Provide Tuition fees Provide Living allowances Provide Research Costs Provide Return airticket	Enroll 89 new PhD holders Provide Tuition fees Provide Living allowances Provide Research Costs Provide Return airticket	Enroll 89 new PhD holders Provide Tuition fees Provide Living allowances Provide Research Costs Provide Return airticket	Enroll 44 new PhD holders Provide Tuition fees Provide Living allowances Provide Research Costs Provide Return airticket	Enroll 45 new PhD holders Provide Tuition fees Provide Living allowances Provide Research Costs Provide Return airticket	Lead: MINEDUC (HEC)
		<b>% of students enrolled in STEM related courses as proportion of total students in higher education.</b>	%	51.7% (53,372)	61.2%	Enroll 3,558 new STEM students Provide Tuition fees Provide Living allowances for 16 international teachers for education technical support	Enroll 3,558 new STEM students Provide Tuition fees Provide Living allowances for 16 international teachers for education technical support	Enroll 4,744 new STEM students Provide Tuition fees Provide Living allowances for 16 international teachers for education technical support	Enroll 3,558 new STEM students Provide Tuition fees Provide Living allowances 16 international teachers for education technical support	Enroll 2,372 new STEM students Provide Tuition fees Provide Living allowances 16 international teachers for education technical support	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Number of innovative projects created (Leading to new products, systems)</b>	#	7	14	Produce 1 new innovative project Provide allowances for researchers Provide allowances for data collection/field work Provide funds for laboratory analysis Provide funds for participation in research conferences/dissemination of findings	Produce 2 new innovative projects Provide allowances for researchers Provide allowances for data collection/field work Provide funds for laboratory analysis Provide funds for participation in research conference/dissemination of findings	Produce 2 new innovative projects Provide allowances for researchers Provide allowances for data collection/field work Provide funds for laboratory analysis Provide funds for participation in research conference/dissemination of findings	Produce 1 new innovative project Provide allowances for researchers Provide allowances for data collection/field work Provide funds for laboratory analysis Provide funds for participation in research conference/dissemination of findings	Produce 1 new innovative project Provide allowances for researchers Provide allowances for data collection/field work Provide funds for laboratory analysis Provide funds for participation in research conference/dissemination of findings	
		<b>% Student accommodated at UR hostels</b>	%	23%	40%	NA	NA	NA	Construct 1 New Hostel with the capacity to accommodate 3000 students	Construct 1 New Hostel with the capacity to accommodate 3000 students	Lead: MINEDUC (UR)
<b>Enhance ICT integration in education at all levels</b>	Increased use of ICT in Teaching and Learning at all levels	<b>% of schools using ICT for teaching and Learning</b>	%	41%	65%	45%	50%	55%	60%	65%	Lead: MINEDUC, REB)

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Computer teacher Ratio in primary</b>	Ratio	4:1	1:1	4:1	3:1	2:1	1:1	1:1	
		<b>Computer Student ratio</b>	Ratio	9:1	4:1	8:1	7:1	6:1	5:1	4:1	
		<b>% of schools with internet connectivity</b>	%	61.8%	99.4%	82.7%	86.9%	91.0%	95.2%	99.4%	
		<b>% of schools connected to on grid electricity</b>	%	84.2%	100%	89%	95%	100%	100%	100%	



Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
<b>Enhance data and evidence-based teacher decision-making, school leadership, and accountability at all levels of education.</b>	Improve the governance and integration of cross-cutting areas in the Education Sector	<b>Education data systems integrated and automated report produced</b>	#	0	3(SDMS, CAMIS, TMIS)	Investing in education data systems and integration for improved data collection, analysis, reporting, and usage to inform decision making and policies.	Investing in education data systems and integration for improved data collection, analysis, reporting, and usage to inform decision making and policies.	Investing in education data systems and integration for improved data collection, analysis, reporting, and usage to inform decision making and policies.	Investing in education data systems and integration for improved data collection, analysis, reporting, and usage to inform decision making and policies.	Investing in education data systems and integration for improved data collection, analysis, reporting, and usage to inform decision making and policies.	Lead: MINEDUC
						Strengthening systemic quality assurance, monitoring, and support, including improved linking of central and decentralized education planning and inspection.	Strengthening systemic quality assurance, monitoring, and support, including improved linking of central and decentralized education planning and inspection.	Strengthening systemic quality assurance, monitoring, and support, including improved linking of central and decentralized education planning and inspection.	Strengthening systemic quality assurance, monitoring, and support, including improved linking of central and decentralized education planning and inspection.	Strengthening systemic quality assurance, monitoring, and support, including improved linking of central and decentralized education planning and inspection.	
						Strengthen personnel numbers and capacities of school leadership and administration, particularly at the primary level and in large schools.	Strengthen personnel numbers and capacities of school leadership and administration, particularly at the primary level and in large schools.	Strengthen personnel numbers and capacities of school leadership and administration, particularly at the primary level and in large schools.	Strengthen personnel numbers and capacities of school leadership and administration, particularly at the primary level and in large schools.	Strengthen personnel numbers and capacities of school leadership and administration, particularly at the primary level and in large schools.	

Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
		<b>Number of teachers and Head-teachers trained on integrated CAMIS, SDMS and TMIS</b>	#	0	36,340	Strengthening accountability model for supporting school governance and management	Strengthening accountability model for supporting school governance and management	Strengthening accountability model for supporting school governance and management	Strengthening accountability model for supporting school governance and management	Strengthening accountability model for supporting school governance and management	
		<b>Number of central and local government staff trained on the use of data for planning and decision making</b>	#	0	3,130	Improve school-community partnership/collaboration to address attendance and other education issues.	Improve school-community partnership/collaboration to address attendance and other education issues.	Improve school-community partnership/collaboration to address attendance and other education issues.	Improve school-community partnership/collaboration to address attendance and other education issues.	Improve school-community partnership/collaboration to address attendance and other education issues.	
		<b>Number of agreements/partnerships with private sector for education sector support</b>	#	69	100	Develop a robust data system to inform preparedness and response plan potential shocks in the sector.	Develop a robust data system to inform preparedness and response plan potential shocks in the sector.	Develop a robust data system to inform preparedness and response plan potential shocks in the sector.	Develop a robust data system to inform preparedness and response plan potential shocks in the sector.	Develop a robust data system to inform preparedness and response plan potential shocks in the sector.	
						Strengthen MIN-EDUC, partners and District Co-ordination for improved sector planning and implementation.	Strengthen MIN-EDUC, partners and District Co-ordination for improved sector planning and implementation.	Strengthen MIN-EDUC, partners and District Co-ordination for improved sector planning and implementation.	Strengthen MIN-EDUC, partners and District Co-ordination for improved sector planning and implementation.	Strengthen MIN-EDUC, partners and District Co-ordination for improved sector planning and implementation.	



Objective aligned to Strategic doc (NST, V2050, SSP)	Outcome	Indicator	Units	Baseline (latest)	End period target (2028/29)	2024/25	2025/26	2026/27	2027/28	2028/29	Responsible Institutions
						Key interventions/projects/programs					
	Increased resilience and improved gender divide in the education sector	<b>% of teachers trained on climate change and environment</b>	%	15%	80		20% of teachers trained in Climate Change Education	30% of teachers trained in Climate Change Education	50% of teachers trained in Climate Change Education	80% of teachers trained in Climate Change Education	
		<b>% of schools with green school initiatives</b>	%	15%	80		20% of the schools implement green school initiatives	30% of the schools implement green school initiatives	70% of the schools implement green school initiatives	80% of the schools implement green school initiatives	



## Annex 3: NST2 Theory of Change for Education Sector: Priority Areas, Outcomes and Major Interventions

### Social Transformation Pillar: Education

#### 2.1.1 Improve the quality and market relevance of education

**Goal 18:** Increase net enrollment in pre-primary education from 44.7% in 2024 to 65% in 2029

**Goal 19:** Improve learning outcomes and efficiency in basic education.

**Goal 20:** Scale up access to market-relevant Education in Basic TVET and Higher Education

**Goal 21:** Enhance ICT integration in education

#### PA-27: Ensure timely access to quality education in basic education

##### Outcome 1: Increased net enrollment in pre-primary from 44.7 to 65%

Access (A)	Avail 18,721 new, resilient, and inclusive classrooms [to reach the Classroom Pupil Ratio of 30:1 (874,814 learners) from 64:1 in 2024 (605,229) and 15,184 teachers will be recruited]
A	Mobilize parental and community support for increasing pre-primary enrollment
Quality (Q)	Recruit 5,542 trained pre-primary teachers and ensure Continuous Professional Development of 7,935 existing teachers (to reach the pupil trained teacher ratio of 45:1 from 106 :1)
Q/A	Facilitate 4,625 out of 37,000 Early Childhood Development centers to meet pre-primary standards [(416,284) learners will be enrolled, and 9,251 teachers will be recruited)].
Q	Provide age-appropriate teaching and Learning materials for 4,338 pre-primary schools (with a focus on play based materials)

##### Outcome 2: Improved timely enrollment, efficiency, equity and learning outcomes in primary education

A	Avail 27,045 inclusive classrooms and other school infrastructure for primary education (to phase out double shifts, reduce overcrowding and long distance traveled by learners to reach classroom-pupil ratio of 46:1 from 62:1)
A	Sustain the school feeding program in primary education for 2,905,634 learners
A	Identify, upgrade and equip existing 5schools for accommodating children with autism and other severe intellectual challenges.
Q	Construct additional 20 resources rooms and assessment centers in the remaining 20 districts to enhance inclusive education
Q	Recruit 19,864 teachers from teacher training institutions and provide training to 21,664 un-trained in-service teachers.
Q	Provide English training to 95% of all primary teachers.
Q	Improve Foundational Literacy and Numeracy skills with a focus on Foundational grades
Q	Reduce dropout rate from 5.2 % to 3.9% by enhancing school and community collaboration
Q	Provide 5,964,647 textbooks to reach 1:1 textbook pupil ratio in primary
Q	Reduce repetition rate from 29.7 % to 15% by continuously implementing remedial learning education strategies
Q	Expand functional adult literacy programs to train 601,656 learners out of the 2,920,660 non-literate adults

##### Outcome 3: Increased net enrollment and quality in basic secondary education

A	Sustain the school feeding program in secondary education for 796,789 learners
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A	Enhance socio-emotional learning skills for secondary learners by establishing career guidance and counseling corners (in 1,977 schools)
Q	Reduce dropout rate from 4.5% to 4% by operationalizing digital attendance tracking and early warning and response mechanisms (mechanisms involve parents, local leaders, learners, teachers and school leaders, etc.)
Q	Reduce Repetition rate from 13.8% to 11.6%
Q	Provide relevant STEM related infrastructure and teaching and learning materials
<b>PA-28: Scale up access to market -relevant Education in Basic TVET and Higher Education</b>	
<b>Outcome 1: Enhanced access to quality education in Basic TVET (from 38.7 % to 60%)</b>	
A	Establish 29 TSS centers of excellence in all districts.
A	Sustain the school feeding program in TVET schools for 171,343 of learners.
A	Enhance socio-emotional learning skills for TVET learners by establishing career guidance and counseling corners (in 606 TVET schools)
A	Scale up Vocational Training Center to 2,044 cell level (through workplace learning approaches)
Q	Enhance basic TVET Teacher Capacities for 4,185 in-service Teaching Staff
<b>Outcome 2: Enhanced quality of higher learning education</b>	
A	Construct 2 classroom blocks and 2 student Hostels in Rukara and Busogo campuses (Increase accommodation capacity of 6,000 students).
Q	Review 88 programs and develop 14 new programs in alignment with the Labor Market Needs
Q	Collaborate with the private sector to produce 7 new product- oriented transformative and innovative research projects.
Q	Increase the number of PhD programs from 39 programs to 64 PhD programs in Public Higher Learning Institutions
Q	Increase the % of academic staff with PhD qualification from 23.8 % to 37.6 in Higher Learning Institutions
<b>PA-29: Enhance ICT integration in education at all levels of General Basic Education and TVET</b>	
<b>Outcome 1: Increased use of ICT in Teaching and Learning at all levels of education</b>	
A	Provide and maintain ICT infrastructure and equipment in schools to increase the percentage of schools using ICT in teaching and learning (computers, projectors etc.)
Q	Develop accessible and interactive digital content and train teachers in the use of e-learning platform
Q	Strengthen education data management systems for evidence-based decision making



Republic of Rwanda  

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**Ministry of Education**

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