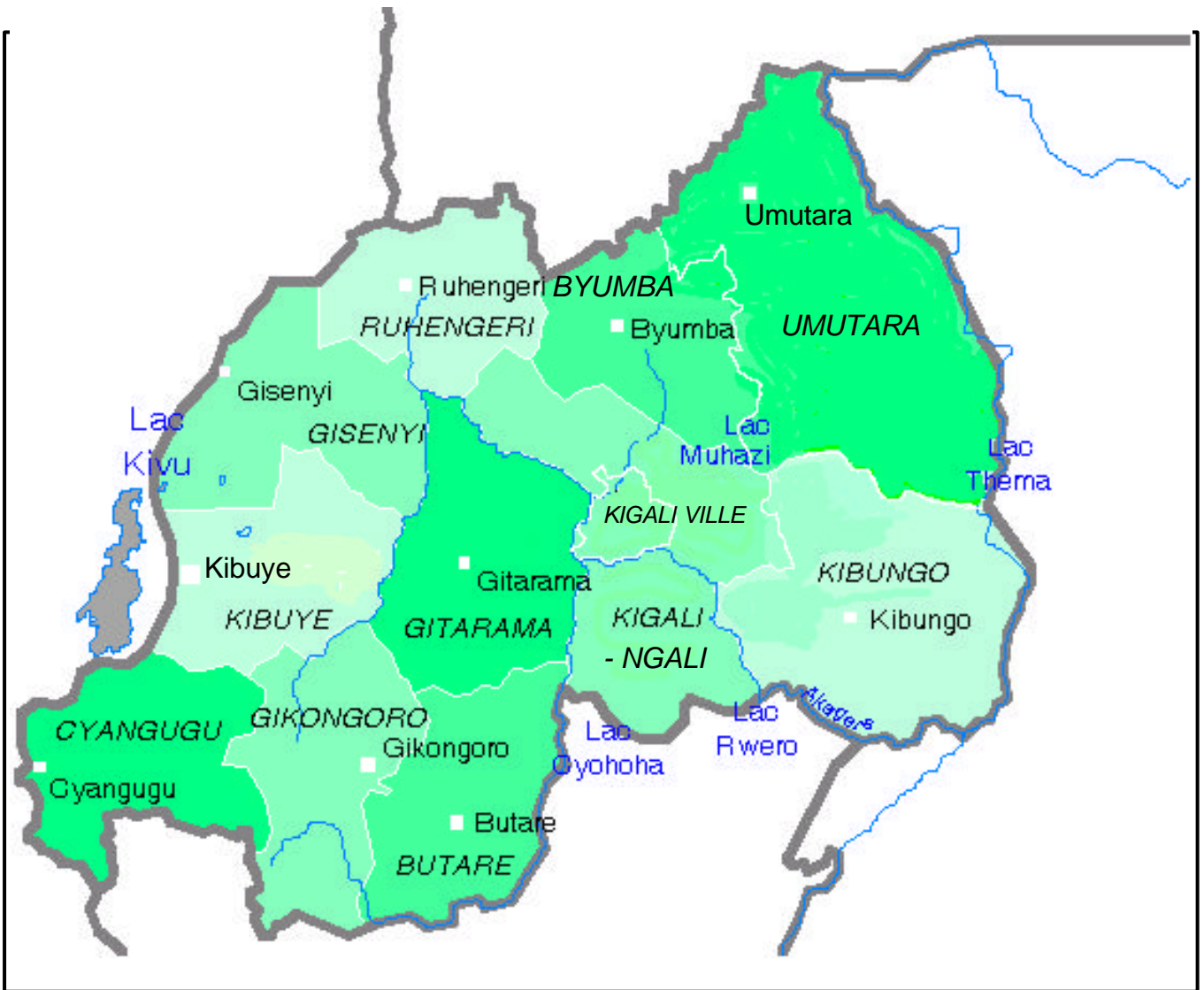


**Ministry of Education, Science, Technology and
Scientific Research**

Education For All
Plan of Action

June 2003



PROVINCE NAME



Provincial Centre

Map of Rwanda : provincial boundaries

Alphabetical list of Acronyms and Abbreviations

ADB	African Development Bank
AIDS	Acquired Immuno-Deficiency Syndrome
ALC [.2]	Adult Literacy Centres
CD	Curriculum Development
CDC	Commune (<i>District</i>) Development Committee
CBO [.3]	Community Based Organisation
CEAPS [.4]	Centre d'Expérimentation des Activités Préscolaires (<i>Experimental Centres for Preschool Activities</i>)
CFJ	Centre Formation des Jeunes
C&G	Counselling and Guidance
CWIQ	Core Welfare Indicators Questionnaire
DfID	Department for International Development
DTP	Distance Training Programme
DEPE	[.5] Direction des Etudes et Planification de l'Education (<i>Directorate of Education Planning</i>)
ECD	Early Childhood Development
EFA	Education for All
EMIS	[.6] Education Management Information System
ECVM	E [.7] enquête sur les Conditions de Vie des Menages (<i>Household Living Conditions Survey</i>)
ESSP	Education Sector Strategic Plan
ETO	Ecole Technique Officiel (<i>Upper Secondary Technical School</i>)
FAWE	Forum for African Women Educationalists
FRW	Rwandan Franc
FBO [.8]	Faith Based Organisation
GoR	Government of Rwanda
GDP [.9]	Gross Domestic Product
GNB	[.10] Gross National Product
HIPC	Heavily Indebted Poor Countries
HIV	Human Immuno-Deficiency Virus
HRD	Human Resources Development
ICT	Information and Communications Technology
CHUK	C [.11] entre Hospitalier Universitaire de Kigali (<i>Kigali Central Hospital</i>)
KIE	Kigali Institute of Education
MICS II	Multiple Indicators Survey
MIFOTRA	Ministry of Public Services and Labour
MIGEPROF	Ministry of Gender and Promotion of Women
MIJESPOC	Ministry of Youth, Sport and Culture
MINALOC	Ministry of Local Government
MINEDUC	Ministry of Education, Science, Technology and Scientific Research
MINISANTE	Ministry of Health
MLA	Monitoring of Learning Achievement
MTEF	Medium Term Expenditure Framework
NAP	National Action Plan
NCDC	National Curriculum Development Centre

NEC	National Examinations Council
NER	Net Enrolment Rate
NGO	Non-Governmental Organisatio
NLP	National Literacy Programme
PB	Pupil Book
PETS	Public Expenditure Tracking Survey
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
PTA	Parent Teacher Association
SEN	Special Educational Needs
STD	Sexually Transmitted Disease
SWAp	Sector Wide Approach
T	Teacher
TG	Teacher's Guide
TTC	Teacher Training College
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNESCO	United Nations Educational, Scientific and Cultural Organisation
[.12]	
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
US	Upper Secondary
VCT	[.13] Voluntary Counseling and Testing
YTC	Youth Training Centre

Foreword

The publication of the “Education for All” Plan of Action marks an important stage in the development of Rwanda's education sector. It presents a Basic Education development projection for the period 2003 to 2015.

The plan is based on internationally established targets and indicators. The Dakar Framework for Action (2000) declared that :

- • By 2015, all children of primary school age would participate in free schooling of acceptable quality and that gender disparities in schooling would be eliminated ;
- • Levels of Adult Illiteracy would be halved, and learning opportunities for youth and adults would be greatly increased ;
- • All aspects of education quality would be improved.

This EFA Plan will assist us in our efforts to achieve these international EFA targets, for the benefit of all Rwandans. It takes into account two important Government policy platforms. One is progress towards decentralisation. The other is the poverty reduction strategy, adopted by the Government of Unity after the genocide of 1994.

The approach to the development of this plan has ensured the participation of a wide cross-section of partners concerned with EFA issues. It has also ensured that a full range of consultations took place at national, provincial and district levels. The structure and activity plan for achieving EFA has been adopted by the National Forum for EFA. This EFA Plan represents the culmination of these efforts, co-ordinated by the National Secretariat for EFA since September 2001. We extend many thanks to the officers, technical staff, development partners and all those who took part, for their sustained efforts during the development of the Plan.

The Ministry will continue to collaborate closely in the implementation of Education for All with the Ministries concerned with the various EFA themes - MINALOC, MINISANTE, MIFOTRA, MIGEPROF. These ministries are supported by the programmes of various NGOs, UN agencies, bilateral aid agencies, churches and Civil Society.

This EFA Plan has been subsumed into the Basic Education Framework of the Education Sector Strategic Plan (ESSP). In this way, the EFA Plan takes cognisance of the plan for national development, especially the poverty reduction strategy, and the policy on gender. It will contribute to the realisation of the national strategic goals for education, as presented in the Education Sector Policy document. The medium term for achieving targets expressed in the Policy document has been embodied in the ESSP as 2004-2008. Starting in 2004, the Medium Term Expenditure Strategy (MTEF) will be prepared according to the strategies in the ESSP. This will ensure that spending on agreed EFA activities can be monitored according to the plan for the entire sector.

The EFA Plan will be updated following annual sector reviews. However, its thirteen year timeframe gives a blueprint for operational long term planning within changing circumstances. It will therefore give direction to our efforts beyond the current ESSP period.

I endorse the EFA Plan of Action as an important contribution to education development in Rwanda. I urge all stakeholders and partners to use the plan as a reference when considering how to support Basic Education activities within the sector.

Professor Romain Murenzi
Minister of Education, Science, Technology and Scientific Research

July 2003

CONTENTS

	Page
Map of Rwanda	1
Acronyms and Abbreviations	2
Foreword	4
Acknowledgements	6
Part 1	7
1. 1. Introduction and Background	7
2. 2. Background on Rwanda	10
3. 3. Diagnosis of the education system	15
4. 4. Objectives and Priorities for the Education Sector	37
5. 5. Implementation strategies for Sector Policy	40
6. 6. Specific strategies for each EFA objective	48
7. 7. Implementation mechanism for the Plan of Action	55
Part 2	
Plan of Action for Implementation	56
<i>Costs of the Implementation Plan for EFA</i>	56
Summary of Costs	58
<i>Costs of Sensitisation</i>	59
1. 1. Early Childhood Education	60
2. 2. Access and Retention in primary education	61
3. 3. Access to vocational training for out of school youth	62
4. 4. Literacy for adults and access to basic education	62
5. 5. Disparities: access and retention	63
6. 6. Quality in primary education	64
7. 7. HIV/AIDS and Health Education	65

Acknowledgements

The Rwandan Secretariat for ‘ Education for All’ extends its warmest thanks to all members of the EFA National Forum and to all members of the thematic groups, who worked tirelessly on the development of this EFA National Plan.

To all parents, civil servants, teachers, religious representatives, various NGO’s, the multinational and bilateral agencies, we wish to say thank you very much for the contribution you have made to the elaboration of the EFA National Plan.

Special thanks go to UNICEF. Apart from their contribution to the dialogue with the population, and during the preparation for EFA weeks, they never missed any meeting pertaining to the preparation of this plan. UNFPA and UNDP also made funds available to assist with the plan preparation process.

We would like to thank UNESCO for sending Andrew Lemay to guide us in the early stages of work on this document. Special thanks go to DfID, which facilitated the participation of James Houston, who helped the EFA Secretariat in the development of the initial version of the EFA National Plan. The EFA Adviser, Mike McRory, now based in the EFA Secretariat, contributed to [\[.15\]](#)the preparation of this version.

Finally, we gratefully acknowledge the valuable assistance given by the Government of Rwanda, through the various Ministries which have Education within their jurisdiction.

MUSABEYEZU Narcisse

EFA

National

Co-ordinator

Part 1

Chapter 1

Introduction and Background to Preparation of EPT/EFA Plan

1.1. The Dakar Framework for Action, adopted by the World Education Forum in Dakar, Senegal in April 2000, urged the international community to ensure access to quality Basic Education for All by the year 2015. Each government was urged to set up a National Action Plan for Education for All. Rwanda committed itself to the realisation of this challenge. The global EFA objectives are to:

- i. i. Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;
- ii. ii. Ensure that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to vulnerable people, have access to and complete free and compulsory primary education of good quality;
- iii. iii. Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills program;
- iv. iv. Achieve a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;
- v. v. Eliminate gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls full and equal access to and achievement in basic education of good quality;
- vi. vi. Improve all aspects of the quality of education and ensuring excellence of all so those recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

In addition, the Government added a seventh objective for HIV/AIDS in schools:

- vii. vii. Prevent the propagation and limit the expansion of HIV/AIDS infection within and outside the school environment.

1.2. In October 2000, the Prime Minister gave the Ministry of Education the responsibility for co-ordinating the various ministries concerned with EFA. Since then a management structure for EFA has been set up (see para.1.5.) and a number of actions taken to develop a National Action Plan. A National Education Forum was established to co-ordinate implementation of the Dakar Framework of action at the national level. The Forum has representatives from the relevant Ministries, NGOs, Churches, and international and national Organisations involved in Education. Its initial responsibility

was to prepare for a National Action Plan. A National Conference was set up to formulate the main types of activities and ratify actions undertaken by the Forum.

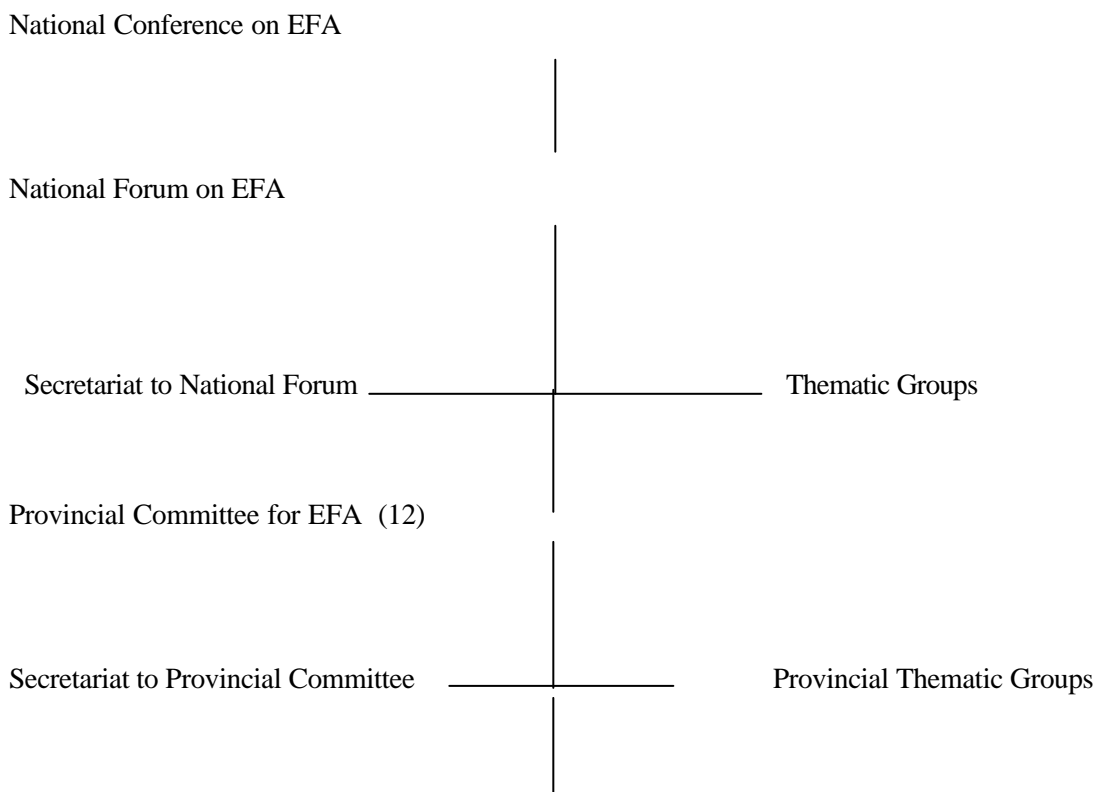
1.3. A Secretariat for the Forum, to co-ordinate the preparation of a National Action Plan for EFA, was established within the Ministry of Education, centred on the Directorate of Pre-primary and Primary Education. Committees for EFA were set up at provincial and district level.

1.4. Individual thematic groups to address each of the seven EFA objectives were set up. Composition reflected the concerns of different ministries and non-governmental bodies with a specific theme. The leader of each group came from the main ministry concerned with the issues for a specific goal. The thematic groups are:

1. Nursery and Pre-school Education
2. Access and Retention in Primary Education
3. Improvement of the Quality of education
4. Reduction of Inequalities in education
5. Vocational Training for Young People and Adults
6. Literacy and Education for Adults
7. HIV/AIDS

The following four crosscutting themes: Poverty, Gender, Follow-up and Evaluation; Institutional Environment and Capacities; Financing and Partnership; School Management and School Environment were discussed in all the seven groups.

1.5. The institutional structure for action on EFA and preparation of a Plan is as follows:



District Committees for EFA (106)

1.6. Preparation of this Plan has been undertaken in phases.

A meeting on 6 September 2001 in Kigali launched the EFA National Action Plan development process, chaired by the Secretary of State in charge of Primary and Secondary Education. A workshop in December 2001 with members of the Forum, heads of the thematic groups and an UNESCO consultant clarified the mandate of each thematic group. It also fixed the schedule for preparation of the EFA National Plan.

1.7. A National workshop in April 2002 reviewed the work completed by each of these EFA thematic groups, in order to draft a diagnostic document for EFA. It presented participants with a clear idea of what EFA is, and underlined the importance of a strategic approach to the realisation of the National Action Plan. The workshop was part of an on-going process to sensitise people and raise awareness with regard to EFA. The approach to development of the Plan has been cognisant of the fact that a Plan must:

- • be credible and take account of the six objectives of Dakar framework of action (and the added objective for HIV/AIDS), especially targeting vulnerable people, children, women and marginalised groups, while emphasising the need to acquire competencies;
- • take account not only of access but also of quality;
- • ensure that recipients/beneficiaries are partners in development of the EFA Plan;
- • adopt realistic and measurable priorities (in terms of system capacity)

1.8. Integration of the Action Plan with the plan for national development, especially the poverty reduction strategy, was important as well as cognisance of the policy on gender. An education sector policy document, completed in July 2002, was pertinent to realisation of the Action Plan. It provided an indication of national strategic goals.

1.9. Preparation involved parents, civil society and local communities, particularly provincial and district EFA committees, as illustrated by the diagram in para. 1.5. A series of consultations in all 12 provinces and at district level ensured that problems to be addressed under EFA were diagnosed at local level. Proposed strategies, results and activities were made on a short, medium and long-term basis. Gender disparities in access to basic education were considered at a workshop in August 2002 on Basic Education of Girls and other Vulnerable Children. Provincial and district level findings were utilised during a seminar in August 2002 of the seven thematic groups. The latter finalised actions and costs for each objective, with the assistance of an external consultant. The consultant also assisted the Ministry of Education in the preparation of the draft action plan and its costing.

1.10. The approach throughout each phase has been to ensure the participation of a wide cross-section of partners who are concerned with the issues to be addressed under the Action Plan for EFA. The approach also ensured that a full range of consultations took place at national, provincial and district levels. This draft National Action Plan represents the culmination of all these different efforts, co-ordinated by the National Secretariat for EFA since September 2001.

Chapter 2

Background On Rwanda

2.1. Geographic and climatic characteristics

Rwanda, the 'land of a thousand hills', is a small land-locked country (26,000 sq. km) lying just south of the Equator in central Africa. It has borders with the Democratic Republic of Congo (DRC), Uganda, Tanzania and Burundi. The terrain consists mainly of cultivated or wooded uplands and hills scattered with lakes. Rwanda's elevation ranges from 1,000m above sea level in the south and east to 4,500m in the northwest. With an average altitude of 1,600m, the climate is temperate. There are two rainy seasons - September to December and February to May. The long dry season from June to September can be very hot and dusty. The northwest, with the volcanoes up to 4,507m, is rainy all year round and there is frost and snow sometimes on Mount Karisimbi. The mountains running down the west of the country and forming the Nile-Zaire watershed are also wet and quite often cold.

2.2.2.2. Demographic and cultural aspects

Demographic indicators as at May 2002 are as follows:

Indicators	Values	Source
Total Population	8.1 million	PRSP
Population Density	306 people per km ²	PRSP
Annual population growth rate	2.90%	
Fertility Rate	6.5	Enquête Socio-Démographique
Life Expectancy at Birth	49 years	PRSP
Literacy Rate	49%	PRSP

There are 11 provinces - Butare, Byumba, Cyangugu, Gikongoro, Gisenyi, Gitarama, Kibungo, Kibuye, Kigali Ngari, Ruhengeri and Umutara - and Kigali City, The official languages are Kinyarwanda, French and English.

2.3.2.3. Political and administrative situation

Since 1994, stability and security have been restored. Political and administrative structures have been established. These structures decentralize power to the local level and encourage popular participation. The Ministry of Education is one of the major ministries with activities to be undertaken at decentralised levels. Economic growth has been significant throughout the years of recovery, and a major program of economic and political liberalization has been achieved.

2.4.2.4. Macro-economic framework

2.4.1. Rwanda is a rural country with about 90 per cent of the population engaged in mainly subsistence farming. It is the most densely populated country in Africa and has few natural resources. The main exports are tea and coffee.

2.4.2. In 2001, inflation was currently running at around 4.4% and the annual GDP per capita stood at \$260. Agriculture contributes 47% of the GNP, 91% of jobs and 72% of exports. The industrial sector represents 19% of GNP and employs only 2% of the active population. (All data in this paragraph from IPRSP, 2000).

2.4.3. The economy is characterised by:

- • A very weak export base of US\$ 16 per capita compared to an average of US\$ 100 in sub-Saharan Africa, with a heavy dependence on the export of agricultural products, particularly tea and coffee.
- • Vulnerability to external price shocks. Earnings from coffee exports fell from \$45 million in 1997 to \$26 million in 1999 because the price dropped to less than half, even though volume increased.
- • A narrow revenue base, averaging 8.7% of GDP in the period 1995-1997, compared to an average of 17.7% of GDP in sub-Saharan Africa.
- • Low measured private investment at only 8% of GDP in 1999. Net smallholder investment in animals, crops and terraces, which may not fully be reflected in the national accounts, was probably negative between the early and late 1990s.

2.4.4. Rwanda is amongst the poorest countries in the world. A recent study (ECVM, 2001) shows that 65% of the population live below the poverty line. Rwanda's external debt represents around 65% of its annual GNP. Rwanda will be receiving Heavily Indebted Poor Country (HIPC) debt relief from 2002.

2.4.5. Rwanda has achieved remarkable economic growth since the events of 1994. The growth rate is now stabilising and was 5.5% in 2001 (PRSP). Government macroeconomic policy has two main goals:

- • To ensure macroeconomic stability
- • To promote economic growth

2.4.6. A key element in the macro-economic planning and for economic growth is the **2001 Poverty Reduction Strategy Paper (PRSP)** which forms the basis for national planning efforts over the next decade and guiding Government expenditures. It underlined the importance of prioritising high impact programmes and projects in order that they have the greatest effect on poverty reduction. It also provides a framework within which communities, the private sector, civil society, and external donors can form a partnership to reduce the acute poverty and deprivation of our people.

2.4.7. Poverty is the outcome of both economic and historical factors. First, the economic structure reflects a chronic failure to achieve productivity increases in a context of a large and growing population. This failure became increasingly evident in the 1980s and early 1990s, leading to severe structural problems. Second, the war and genocide of 1994 left a horrific legacy, further impoverishing the country and leaving a number of specific problems and challenges.

2.4.8. The main Indicators of Economic Development and Poverty in Rwanda (2000) are shown in the following table from the PRSP.

Indicator	Current level	Source	Year
Population ^[1]	7.979.930	EICV	2000
Female	4.276.787	EICV	2000
Male	3.703.142	EICV	2000
Kigali urban	7 %	EICV	2000
Other urban	2.9 %	EICV	2000
Rural	90.1 %	EICV	2000
Proportion of population below the poverty line	60.29%	EICV	2000
Life Expectancy	49 years	DHS	2000
Maternal mortality per 100 000 births	810	DHS	2000
Infant mortality per 1,000 (proportion who die before first birthday)	107	DHS	2000
Child mortality per 1,000 (proportion who die before 5 th birthday)	198	DHS	2000
HIV prevalence (15-49 years)	13.7	DHS	2000
Total fertility rate (average number of children during childbearing years)	5.8	DHS	2000
Contraceptive prevalence rate	4%	DHS	2000
Proportion of children completely immunised <5yrs	72%	MINISANTE	2000
Fertiliser used per ha	2 Kg/an	MINAGRI	2000
Gross primary enrolment ratio (number of children of any age enrolled in school as a proportion of the actual primary-school age group)	100.0	MINEDUC	2000/1
Net primary enrolment ratio (proportion of children of school going age enrolled in school)	73.3	MINEDUC	2000/1
Gross secondary enrolment	10.2	MINEDUC	2000
Net secondary enrolment	6.0	MINEDUC	2000
Adult literacy (> 15years)	52,36 %	EICV	2000
-Female	47.79 %	EICV	2000
-Male	58,06%	EICV	2000
Malnutrition		DHS	2000

^[1] Population growth rates are currently projections from past data. Actual rates will be established in the 2003 Population Census. The most commonly used estimates are 2.5% and 2.9%.

Low height for age (stunting)	42,7%	DHS	2000
Low weight for age (underweight)	29%	DHS	2000

2.4.9. Poverty varies geographically as illustrated in the following indicators by province from the PRSP.

Province	With-out land	< 0.2 hectares of land	Net primary enrolment	Distance from potable water source	Sick/injured in 2 weeks preceding EICV	Days of sickness in 2 weeks preceding EICV	Incidence of food poverty	Incidence of extreme poverty	Incidence of poverty	Gini co-efficient
Butare	5.9%	61.7%	70.4%	805m	34.4%	8.1	75.5%	52.0%	73.6%	0.429
Byumba	2.4%	25.3%	71.1%	732m	21.5%	8.3	65.7%	44.6%	65.8%	0.417
Cyangugu	13.0%	37.3%	71.3%	522m	26.7%	8.7	72.0%	46.0%	64.3%	0.433
Gikongoro	3.2%	59.0%	71.6%	636m	30.9%	8.5	80.2%	56.8%	77.2%	0.365
Gisenyi	7.2%	26.0%	66.2%	529m	15.2%	9.5	68.5%	34.5%	53.5%	0.364
Gitarama	3.4%	25.2%	78.4%	544m	29.7%	7.7	61.8%	34.5%	53.7%	0.346
Kibungo	1.7%	11.5%	66.7%	1185m	31.6%	7.9	62.3%	31.9%	50.8%	0.356
Kibuye	2.7%	31.2%	74.6%	398m	24.1%	8.9	79.4%	48.3%	72.5%	0.324
Kigali Ngali	7.8%	17.1%	75.5%	1057m	28.2%	9.0	74.0%	52.8%	70.8%	0.411
Kigali urban	88.8%	6.6%	79.7%	212m	16.2%	7.9	20.6%	4.5%	12.3%	0.427
Ruhengeri	5.3%	35.9%	74.0%	768m	22.7%	8.3	83.7%	52.3%	70.3%	0.397
Umutara	4.8%	8.5%	73.0%	871m	27.5%	7.4	62.2%	32.8%	50.5%	0.392
Average	11.5%	28.9%	72.6%	703m	25.5%	8.3	67.8%	41.6%	60.3%	0.451

Source: EICV

2.4.10. The actions in the PRSP are set within the overall vision of Rwanda's development set out in **Vision 2020, which sets out the key objectives that need to be attained for Rwanda to become a middle-income country by 2020.**

- • Good political and economic governance
- • Rural economic transformation
- • Development of services and manufacturing
- • Human resource development
- • Development and promotion of the private sector
- • Regional and international economic integration
- • Poverty reduction

2.4.11. The transition from the emergency to the development phase involves a critical change in planning and management of different sectors, from short-term, immediate relief based on annual plans that are often unrealistic, to medium- and longer-term strategic planning. For this reason, the Government of Rwanda has begun a new initiative in financial planning called the **Medium Term Expenditure Framework (MTEF)**. This involves more realistic projections of spending over a three-year period, and envisages rolling over and updating the plan each year. It provides a 3-year budgetary framework through which Ministries are provided with reliable ceilings within which to develop sector strategies and agreed outputs. The MTEF has the following key aims:

- • To link policies, plans and budgets;
- • To match resource availability with resource requirements over a 3-year planning horizon;
- • To allow informed choices amongst policy objectives;
- • To increase levels of efficiency and effectiveness;
- • To increase the transparency of resource use against an agreed set of outputs.

The **Gender Budget Initiative** is integrated into the education budget.

2.4.12. One major microeconomic structural problem that contributes to the macro-economic situation facing Rwanda is the low level of human resource development, especially in literacy and skills development. It is a priority for action under the PRSP because improvement in basic education is a significant factor in the reduction of poverty.

2.4.13. The national development of Rwanda must address the human resource development needs of the population and also poverty reduction, in line with the needs and goals set out in Vision 2020 and the PRSP. The inputs necessary for the education and training sector to make a substantial contribution are very large compared with its current economic capacity and skills base.

2.4.14. Therefore, provision of the necessary education and training inputs requires careful and sustained planning, direction and monitoring, in line with defined policies. This is necessary if it is to produce the necessary skills and attitudes, and accurately target and monitor expenditure, as well as build partnerships of all the actors concerned.

2.4.15. The national goals and parameters that have been established for poverty reduction and human resource development are an essential context for development of an action plan. Under EFA, the plan must meet those educational goals that could serve to address these basic problems and needs.

Chapter 3

Diagnosis of the Education System

First, an overview is given of the main aspects of the national education system and recent developments in national policy and strategy, which are linked to national development and the poverty reduction strategy. A diagnosis of the system as a whole is given, then is based on a number of national and provincial level indicators for key features and problems of the system. A third section examines the issues relating to the financing of the national education system. A final part then presents the main diagnosis of the qualitative issues of the education system in relation to the seven goals of EFA.

3.1. Main institutional and organisational aspects of the national education system

3.1.1. Currently, there is one Ministry responsible for formal education - MINEDUC, but other Ministries are also involved in the education sector. These are the Ministry of Local Government and Social Affairs (MINALOC), the Ministry of Public Services and Labour (MIFOTRA) – services formerly the responsibility of MIJESPOC are now under MIFOTRA - and the Ministry of Gender and Promotion of Women (MIGEPROF). The PRSP calls for education to be treated as a sector, and therefore it is important to coordinate the activities of MINEDUC, MINALOC, MIFOTRA and MIGEPROF.

3.1.2. The colonial system introduced formal education. Missionaries managed the schools. Their objective was to evangelize and to train the administrators of the colonial power. Education in Rwanda was thus characterized by mistrust of traditional values and knowledge, and a literature, which conveyed this division of the people was extensively distributed. With Independence, administrative structures, including a Ministry with responsibility for education, were established and diverse laws securing the general regulation of education were introduced. The system was marked by adjustments and reforms in 1979 and 1981, which did not achieve the intended goals. Rather than correcting the errors of the colonial era, education remained very discriminatory and was not relevant to Rwandese society, culture and values, which resulted in the people losing their patriotism. This was one of the contributing factors to the genocide of 1994.

3.1.3. Post-1994, the emergency phase enabled the relaunching of the education system. At present, education, as well as other sectors of national life, must follow the principles set out in Vision 2020. In this way, it shall play its role in the socio-economic development of the country. Currently, the Government of National Unity has repeatedly reaffirmed the importance which it attaches to education. The Government believes that education should be aimed at recreating in young people the values, which have been eroded in the course of the country's recent history. This work will take place at all levels of education and training:

3.1.4. The Government has started the process of decentralisation. The Ministry of Education is one of the major ministries with activities undertaken at decentralised levels. Some functions have already been decentralised and others will slowly be decentralised leaving the central Ministry headquarters with the functions of policy preparation, setting standards, monitoring and evaluation, and co-ordination of major issues such as donor intervention, medium-term planning, etc. Training of teachers, teachers' salaries and the secondary school food budget have all been decentralised to Province level as the first stage of decentralisation in education. Local inspectors and district educational officers will need to receive more training from 2002 onwards, particularly in budgeting, so that they can do their work more effectively and have an adequate budget for this purpose.

3.1.5. A major policy recommendation in the PRSP is that of good governance. Good governance implies transparency, accountability, and predictability at all levels of management. In education, this includes management at the school level, through District and Provincial levels, up to central Government level. A major tool for ensuring financial transparency, accountability, and predictability is the Medium Term Expenditure Framework (MTEF).

3.2. Coverage of the national education system and its main indicators

3.2.1. The current education structure is that of 6+3+3 years for primary, general lower secondary and upper secondary education respectively. Higher (Tertiary) education has a number of options, including four years leading to a Bachelor's Degree (A0 level).

3.2.2. In 2000-01, there were 2142 operational primary schools (of which 32 were private). There were 376 operational secondary schools (186 government secondary schools and 190 private). Important indicators for both levels are illustrated by the statistics cited in Sections 3.2.3 to 3.3.3.

3.2.3. Based on the Education Sector Review of 2002, the overall status and performance of the education system in 2000-2001 was :

- • The Net Enrolment Rate (NER) in the Primary sub-sector increased from 73.3% to 74.5% ;
- • During the same period, there was a 7.2% increase in primary school enrolments.
- • The percentage of qualified primary teachers increased dramatically from 63% to 81.2% during 2001. This is due to the fact that the teacher stock dropped by around 2,600 A MINEDUC policy decision reduced the number of non-qualified teachers. At the same time, newly qualified teachers were employed. This level of increase is unlikely to happen again in the future.
- • All statistics concerning retention and quality had deteriorated in the years 98 through 2000 , but during 2000-01 began to show signs of improvement. The repetition rate fell from 37.6% to 31.8%. However, the dropout rate worsened from 12.8% to 14.2%.
- • Transition rate from primary to secondary dropped 5 % from 42.2% to 37.2%. This has been largely due to an increase in the number of pupils finishing primary school, with a slight drop in the number being admitted to secondary schools.

- • Percentage of qualified teachers in secondary schools has increased slightly to 52%.
- • The percentage of girls in primary schools is 49.7% of the total school population
- • Percentage of girls in secondary schools is 49.4% of the total school population, though more girls are enrolled in private secondary schools than in state ones. Very few girls choose scientific or technical subjects.

3.2.4. Primary Education Indicators

Academic Year	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01
Pupils	820323	941012	1039657	1154768	1270733	1288663	1431692	1476272
Boys				574642	636546	644476	721881	738439
Girls				580126	634187	644187	709811	737833
Schools	1283	1882	1845	1918	1940	2021	2093	2142
Teachers	16825	17705	18394	20232	22435	23730	26187	28698
Qualified	45,60%	39%	40,20%	32,50%	46,60%	49,20%	53,20%	62,70%
Non-qualified	54,40%	61%	59,80%	67,50%	53,40%	50,80%	46,80%	37,30%
Pupils per teacher					56,6	54,3	54,7	51,4
Gross Enrolment Rate (GER)						87,9%	97,2%	
Net Enrolment Rate (NER)						69,9%	72,2%	
Transition Rate to Secondary				18,0%	21,0%	38,0%	42,0%	
% of Promotion, (overall P1-6)				66,5%	56,2%	50,5%	49,8%	
% of Repetition, (overall P1-6)				28,0%	32,1%	38,1%	37,6%	
% of Drop Out, (overall P1-6)				5,5%	11,7%	11,4%	12,6%	

Source: Education Sector Review Ministry of Education 2002

3.2.5. According to the 2001/2002 statistics, the number of children of 7-12 years old in school is 1,101,861, compared to a total school age population of 1,520,218. The total enrolment in primary school was 1,534,510 pupils with 763,277 (49.7%) boys and 771,233 (50.3%) girls. There was a 7.2% increase in primary school enrolments compared with the previous year. The gross enrolment rate (GER) for the year 2002 was 103.7% (105.8% for boys and 102.3% for girls).

3.2.6. The Net Enrolment Rate (NER) in the Primary sub-sector increased during 2000-01 from 73.3% to 74.5%. The NER enrolment rate was 74.0% for boys and 74.9% for girls (total 74.5%). While the NER compares well to sub-regional rates, this rate is based on estimates of the school age population, which will be revised after the 2002 national census. Table 1 below indicates a total enrolment by province and gender.

3.2.7. Table 1: National data on enrolment by Province by Gender, 2001/2002

Province	Boys	Girls	Total
Byumba	59,555	59,547	119,102
Gisenyi	101,433	94,932	196,365
Kigali Ngali	72,822	76,728	149,550
Ruhengeri	103,086	96,011	199,097
Umutara	37,614	37,194	74,808
Butare	56,057	60,136	116,193
Cyangugu	58,321	59,194	117,515
Gikongoro	41,957	45,399	87,356
Gitarama	78,235	83,561	161,796
Kibungo	67,500	68,247	135,747
Kibuye	49,236	51,617	100,853
Kigali Ville	37,461	38,667	76,128
Total (Rwanda)	763,277	771,233	1,534,510

Source: MINEDUC. DEPE. Carte scolaire Enseignement primaire Année scolaire 2001-2002

- • These statistics indicate that, in aggregate, more girls are enrolled in primary schools than boys. However, there are provincial variations. 91.9% of P1-P3 classes (i.e. the first cycle of primary school) practice double shifting.
- • One in four Rwandans currently aged between 16 and 35 years old have never attended school, compared to one in two for those aged 35 years or older (CWIQ). There is considerable age/grade mismatch.

3.2.8. Table 2 : Secondary Education Indicators

Academic Year	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01
State and Government subsidized schools								
Students	3077	20533	26333	48926	45054	60556	68457	79699
Males						31254	36648	43378
Females						29302	31809	36321
Schools	10	85	111	124	132	167	176	186
Teachers	307	1711	1739	2374	2611	2875	3220	3157
No of Qualified Teachers						896	1280	
% of Qualified Teachers						31,2	39,8	
Students per teacher	10,0	12,0	15,1	20,6	17,3	21,1	21,3	25,2
Private schools								
Students			23667	33298	45786	44736	56667	61464
Males						20557	24810	26887
Females						24179	31857	34577
Schools		65	99	123	128	155	187	190

Academic Year	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01
Teachers				1512	1663	1804	2337	2479
No of Qualified Teachers						739	1105	
% of Qualified Teachers						41,0	47,3	
Students per teacher				22,0	27,5	24,8	24,2	24,8

Academic Year	1993/94	1994/95	1995/96	1996/97	1997/98	1998/99	1999/00	2000/01
All schools								
Students			50000	82224	90840	105292	125124	141163
Males						51811	61458	70265
Females						53481	63666	70898
Schools		150	210	247	260	322	363	376
Teachers				3886	4274	4679	5557	5636
No of Qualified Teachers						1635	2385	2711
% of Qualified Teachers						34,9	42,9	48,1
Students per teacher				21,2	21,3	22,5	22,5	25,0

Source: Education Sector Review Ministry of Education 2002

- • NER in secondary education is 7% (CWIQ) and 7.6% (ECVM). Large disparities exist between consumption quintiles and between urban (22.5%) and rural (5.8%) (ECVM)
- • The PETS puts the secondary NER at 25%, which is a large overestimate compared to all other sources (PETS). The poorest people are almost completely absent from secondary education at national level (1.1% of 1st quintile, 3.3% of 2nd quintile) (ECVM)

3.3. Internal yield of the education system

3.3.1. All statistics concerning retention and quality have been worsening in the past three years, but during 2001 have begun to show signs of improvement: the repetition rate has fallen from 37.6% to 31.8%. However, the national dropout rate has worsened from 12.8% to 14.2% and at secondary the average is 6.4%. 31.6% of the Rwandese population has completed primary schooling (15.3% of poorest quintile and 52.9% of the richest). 30% of cells have a primary school and 51% have an adult literacy program.

3.3.2. It is not enough to enrol in school. Children need to make steady progress through the educational system. Participation rates decrease with increasing poverty, especially at secondary level (ECVM). This is also seen from a gender perspective in the following table :

Table 3 : Percentage of Participation in Primary Schools of Girls & Boys in Provinces, by Level, based on Provincial data

School Level	% of Participation by Gender		Total % (Girls & Boys)
	Girls	Boys	
P2	65.0	64.7	64.8
P3	52.0	77.0	64.7
P4	37.0	37.4	37.2
P5	34.5	38.3	36.4
P6	16.2	19.4	18.0

[Total enrolment at P1 is 246,754. Girls are 122,889 and boys are 123,864 (Provincial Figures 2001/2002)]

The table shows that there is a gradual decline of participation rates of girls as they progress through the grades especially between P2 and P6. More pupils are being enrolled in P1 in all provinces. However, the number of pupils, especially girls, decreases steadily, to 18% at grade 6 (16.2% for girls). This can be interpreted to mean that P6 classrooms nationally are just 18 per cent full, compared to enrolment in P1. This has major policy implications as the investments in primary education are wasted.

3.3.3. Repetition and Drop out rates

Improving the quality of Primary Education is a key priority. In 2000-01, 45% of P1 pupils were repeaters. In the primary sub-sector in general, 36% of current pupils have repeated at least one year of primary schooling. The Net Enrolment Rate in Primary Education for 2001/2 was 74.5% (preliminary Admin Data). These figures underline the present low quality of primary education. The following table gives the trends for repetition and drop-out rates :

Table 4: Repetition and Dropout rates at national level for the last 5 years

		1997	1998	1999	2000	2001
P 1	Promotion	63.0%	50.5%	47.7%	44.4%	47.6%
	Repetition	33.7%	36.1%	45.1%	42.5%	36.6%
	Dropout	3.3%	13.4%	6.2%	13.0%	15.8%
P 2	Promotion	70.0%	60.5%	57.7%	57.2%	61.8%
	Repetition	26.0%	30.6%	32.3%	31.0%	27.0%
	Dropout	4.0%	8.9%	10.0%	11.9%	11.2%
P 3	Promotion	68.5%	60.3%	54.9%	55.5%	59.6%
	Repetition	24.0%	29.2%	31.8%	32.3%	28.5%
	Dropout	7.5%	10.6%	13.4%	12.3%	11.9%
P 4	Promotion	66.9%	58.3%	51.5%	49.9%	53.3%
	Repetition	24.8%	30.1%	36.1%	37.2%	31.3%
	Dropout	8.3%	11.5%	12.4%	12.8%	15.4%
P 5	Promotion	65.1%	55.2%	42.6%	43.5%	49.8%
	Repetition	25.6%	30.3%	39.8%	41.7%	32.4%
	Dropout	9.3%	14.5%	17.6%	14.9%	17.9%
P 6	Promotion	....	....	38.1%	42.0%	37.2%
	Repetition	25.1%	26.5%	27.3%	30.4%	29.6%
	Dropout	....	....	34.6%	27.6%	33.2%

Source:
MINEDUC.
DEPE. Carte
Scolaire,
20001-2002

Between
1997 and
2001,
repetition
rates in P1

were consistently higher than other grades, with an average rate of 38.8% over the five years. There seems to have been a steady increase in drop-out rates in the five year period, with an average rate of 17.5% for the six years in 2001. Repetition and dropout rates at the national level are not disaggregated by gender.

3.3.4. Reasons for drop-out rates, repetition, under-utilisation of school services, and pupil dissatisfaction can be quantified, as shown by the following indicators

- • Recent core welfare indicators (CWIQ) showed that the level of satisfaction with secondary school services was extremely low (about 3.5%), whilst that of primary school services was 39.1%.
- • The main reason people are dissatisfied with the schooling system is due to the lack of books, materials and furniture in schools (91.2%), whilst the main reason children stop going to school is due to the cost.
- • The cost of education to households is a strong disincentive to attend school in Rwanda. In addition, a substantial number of school-age children who are out-of-school responded that they could not cope with schoolwork (failed exams). (28%), or needed to work (16%). Almost one in ten left because they did not find it useful.
- • The main reasons for dropout at primary level were : cost (26.3%), lack of interest (29.8%), illness (13.0%), domestic tasks (12.7%) (ECVM).
- • Boys are most likely to drop out due to a lack of interest, and girls due to needing to do domestic tasks (ECVM)
- • Approximately 55% of those between 7 and 20 who have attended primary school had to repeat at least one year (ECVM)
- • The repetition rate at primary level in the school year 2000/01 was 36.1% with 45% of all first year primary school students being repeaters (MINEDUC Admin Data)
- • Average number of hours a child misses per week at primary school is 3.6 hours, for the poorest this is 5 hours (mostly due to illness and domestic duties) (ECVM)
- • Average number of hours a child missed per week at secondary school is 1.4 hours and there is no significant difference by gender or quintile (ECVM)
- • Among the sample schools interviewed, an average of 8.6 pupils per school could not be admitted in the first year due to lack of space (PETS)
- • In 1999, 3270 children were not admitted to primary school because of lack of space in schools and in some cases due to a shortage of desks (PETS)
- • The figures show that for all those who succeeded and passed the first year in public and government-assisted schools, 8% and 6% respectively for the academic years 1998/99 and 1999/2000 did not go on because of lack of tuition fees (PETS)

3.3.5. Reasons for the high repetition and dropout levels and low performance, on a more qualitative basis, have been identified in a number of studies for MINEDUC, most recently the Baseline study on Girls' Education in July 2002.

- • **Education system is exam oriented.** Children are subjected to exams at every grade and level of education, which determine their retention. At P6, they are subjected

to preliminary (elimination) tests that are used as criteria for selection for the P6 exams. Those not performing according to expectations are forced to repeat or to dropout of school. When children sit the P6 exams, the number of places available at secondary level determines their results. Hence many thousands of children are pushed out of the education system annually with inadequate opportunities for continuing education.

- • **Most children, especially rural girls, miss school at least twice a week to attend to household needs** (e.g. look after young siblings, accompany their mothers to the market, or provide labor for extra income). This translates to 8 days a month and 24 days a term. In a year, a girl from a poor family will lose almost 2.5 months (almost a term) of learning. However, this assumes that when she is in school she learns actively without being distracted by gender insensitive in-school factors.
- • **Lack of follow-up by parents on the education of their children** is another factor. They have neither the capacity nor the time to follow-up how their children are doing in school. They are often busy struggling to make ends meet. This is a common problem in most districts in Ruhengeri, Gisenyi and Byumba Provinces where school age children are working in tea plantations and brick factories. Some children are sent out by their mothers to work as house helpers in urban centres.
- • Most parents, especially those in rural areas who did not get educated themselves, regard girls as an asset at home. **Most poor and illiterate parents do not attach high priority to their children's education**, especially the girl-child. From an early age they are given home chores because they are trained to be good wives and mothers. Thus, in most cases, they do not have time to do their schoolwork as do the boys. Even if the girls do not do well in school, their parents do not care much. Also early marriages are common in Umatara, Byumba, Gisenyi and Ruhengeri. Girls are considered a useful source of labour and wealth.
- • **Most school infrastructure is in a state of disrepair.** The available toilets are in bad shape and were constructed without considering gender as an important variable. The potential loss of privacy due to the lack of proper sanitary facilities discourages regular attendance and increases dropout rates, especially for girls.
- • Even with the Government commitment to investment in education, on the one hand, and parents' decision to send girls to school, on the other, **there are institutional factors that work against girls.** Such factors include limited essential facilities, poor quality of the learning environment, gender insensitive teachers, and distance to school. These factors push girls out of school, inhibit their progression through the education system, and negatively impact on their performance..

3.4. Transition between primary and secondary levels of education

3.4.1. The transition rate from primary to secondary has dropped 5 percentage points in the year 2000-01 to 2001-02, from 42.2% to 37.2%. This has been largely due to an increase in the number of pupils finishing primary school, with a slight drop in the number being admitted to secondary schools.

3.4.2. Apart from repetition and drop-out rates, transition of pupils from primary school to secondary level of education is another major challenge to the education system, especially from a gender perspective.

3.4.3. The percentage of girls in primary schools is 49.7% of the total school population and in secondary schools it is 49.4% of the total school population. More girls are enrolled in private secondary schools than in state ones. Very few girls choose scientific or technical subjects.

3.4.4. The performance in P6 national examinations is generally poor nationwide. Selection and placement in S1 is based on pupils' academic performance in the P6 examinations. Table 5 and Graph 1 show the number of candidates and those passing P6 national examinations in 2000 and 2001. Boys seem to have performed better than girls in both 2000 and 2001. According to the Girls' Education study of 2002, poor retention, high repetition and dropout rates for girls at primary school level help explain their poor academic performance in Rwanda.

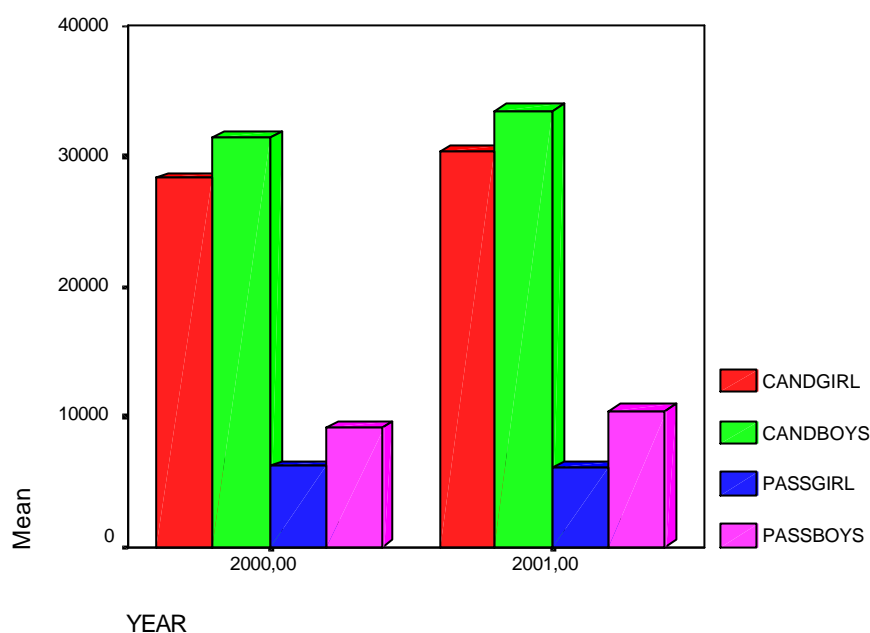
3.4.5. It is noteworthy that transition to secondary level is determined by the number of school places available at secondary school level, rather than by actual learner performance. This selection mechanism excludes a large number of children from school, thereby negatively impacting on the human resource development situation as a whole.

Table 5: The Number of Candidates in P6 National Examinations and those gaining Secondary school places, by Gender, 2000-2001

Year	Candidates			Passed			Total % Passing
	Girls	Boys	Total	Girls	Boys	Total	
2000	28,290	31,396	59,686	6,173	9,142	15,319	
% Passing				21.8%	29.1%		25.7%
2001	30,371	33,560	63,931	6,091	10,521	16,612	
% Passing				20.1%	34.6%		26.07
% by Gender for 2 yrs	47.5%	52.5%		23.7%	76.3%		41.7%

Source: National Examination Board, 2002.

Graph 1: Candidates in P6 National Examinations and those gaining Secondary school places, by Gender (2000-2001)



Source: National Examinations Board, 2002

3.5. Inequalities with regard to access, retention and quality of educational services, in terms of gender, rural/urban, regional and social groups, are summarized below. This data presents the main indicators of inequality.

- • The national primary Net Enrolment Rate (NER) is variously given as 77% (CWIQ), 75% (Admin Data), and 72.6% (80.8% in urban areas, 71.8% in rural areas) (ECVM)
- • In the poorest quintile (as indicated by consumption figures), there is an NER of 35.9% in urban areas and 65.7% in rural areas. This shows that the poorest rural children are much more likely to be enrolled in schools than the poorest urban children. The trend is reversed for the richest quintile, with 80.8% of urban children being in school, compared to only 71.8% of rural children (ECVM)
- • Children who could reach a school in less than 30 minutes, using the transport facilities commonly available to the household, were considered to have access. With this definition, 52.2% of children in Rwanda have access to primary education: 50.8% in rural areas and 72.1% in urban areas (CWIQ).
- • 11.2% of people have access to secondary education (based on being able to reach a school in less than 30 minutes - 8.6% in rural areas and 50.3% in urban areas (CWIQ)

3.6.Human and material resources mobilised by the system

3.6.1.Qualifications of teachers

- • In primary schools, 62.7% of all teachers working during 2000/01 were qualified. In secondary schools, 49.7% of all teachers were qualified (no difference between private and public schools) (Admin Data)
- • The percentage of qualified primary teachers has increased dramatically from 63% to 81.2% during the last year. This is due to the fact that the teacher stock dropped by around 2,600 last year (MINEDUC policy decision to reduce the number of non-qualified teachers), and at the same time newly qualified teachers were employed. This level of increase is unlikely to happen again in the future.

3.6.2. 3.6.2. Teacher: pupil ratio

There was an average of 37.8 primary pupils per class in the school year 2000/01 (MINEDUC Admin Data). 91.9% of P1-P3 classes (i.e. the first cycle of primary school) practice double shifting. For the 2000/01 school year, there was a primary teacher-student ratio of 1 to 51.4, and a secondary teacher-student ratio of 1 to 25.9 (1 to 26.8 in government secondary schools and 1 to 24.8 in private secondary schools)

3.6.3. State of educational facilities

Most school infrastructure is in a state of disrepair. In most schools, there are not enough desks and chairs, nor are they in good condition. There is also a lack of play areas and sport facilities. This is illustrated by the desk-pupil ratio in four primary schools in Butare District, cited in the Baseline Study of Basic Education for Girls and Other Vulnerable Groups in Rwanda (July 2002) . One school with 535 pupils did not have desks ; 1 school of 740 pupils had 10 desks; 1 school of 500 pupils had 50 desks ; the fourth school of 546 pupils had 56 desks. An adequate number of classrooms and desks are critical factors for the improvement of access and retention.

3.6.4. Relevance and adaptation of programmes to economic, social and cultural realities.

As mentioned earlier, the defining characteristics of the current curriculum and assessment regime in the primary school sub-sector are its academic content and its heavy orientation towards examinations. It will be necessary to reform the overloaded school curriculum, so that pupils are engaged in learning experiences which develop a desired set of skills and competences. The set of attainment targets required by the curriculum will need to be geared towards the needs of the majority of school leavers, in both the life skills and the vocational skills areas - technical, entrepreneurial, and agricultural skills., In the first cycle of primary school, pupils should have opportunities to learn in their first language, because the basic literacy and numeracy skills are more easily learned. The modes of assessment will need to be redesigned to enable pupils to demonstrate their achievements, measured against agreed criteria for the range of learning outcomes. Improving the quality and relevance of primary education will involve seven main strategies :

- ▪ development of a more relevant and learner-centred curriculum, including learner assessment against outcomes;
- ▪ provision of appropriate and adequate learning and teaching materials ;
- ▪ increased teacher recruitment ;
- ▪ improvements in teacher training and development ;
- ▪ provision of teacher incentives ;
- ▪ enhancement of school management ;
- ▪ re-orientation of the external supervision and inspection service towards a more advisory role whose concern is the effectiveness of curriculum delivery.

3.7. 3.7. Financial resources allocated to education and costs elements

3.7.1. Table 6 below details the budget per level of education and per type of expenditure and the trends over the years 1996-2000. It also presents comparable unit costs for each level throughout that period. It also shows the high share of recurrent resources allocated to education in the government budget. The share of the budget allocated to education was 3.5% of GDP in the year 2000 (MINECOFIN).

Table 6 : Education Sector Budget Allocations and Unit Costs 1996-2000

	1996	1997	1998	1999	2000
Allocations					
% of Total GOR Budget Allocated to MINEDUC	12	17	21	20	30
Recurrent Budget (millions of Rwandese francs)	6 025	8 498	11 392	11 712	21 810
Primary	4 405	5 872	7 500	7 058	9 656
Secondary	980	1 421	2 387	1 956	4 038
Higher	640	1 206	1 505	2 698	8 116
% allocated to Primary	73%	69%	66%	60%	44%
% allocated to Secondary	16%	17%	21%	17%	19%
% allocated to Higher	11%	14%	13%	23%	37%
Primary Enrolments	1 039 657	1 154 768	1 270 733	1 288 663	1 431 657
Secondary Enrolments	50 000	82 224	90 840	105 292	125 124
Higher Enrolments	4 196	4 440	4 548	5 943	7 224
Unit Costs					
Primary Unit Cost (FRW)	4 237	5 085	5 902	5 477	6 745
Secondary Unit Cost (FRW)	19 602	17 280	26 276	18 572	32 272
Higher Unit Cost (FRW)	152 526	271 599	330 981	453 979	1 123 408
Ratio of Primary to Higher	36	53	56	83	147*
Ratio of Secondary to Higher	8	16	13	24	35
Ratio of Primary to Secondary	5	4	6	3	4

Secondary					
-----------	--	--	--	--	--

Source: Education Sector Review Ministry of Education 2002

Notes on statistical calculations:

1. All enrolment statistics are taken from the relevant tables in Rwanda Development Indicators 2001
2. Financial data on the recurrent budget is taken from table 17.2 in RDI 2001
3. All unit costs are calculated in Rwandese francs based on these two sets of statistics
4. Higher Education Enrolment Rates do not include those students studying overseas, so in reality, the unit cost for higher education is slightly lower for each year than stated here

NB: * takes account only of numbers of students studying in Rwanda

3.7.2 In addition to government, the main funding sources for educational expenditures are the multilateral and bilateral donors, primarily the World Bank, ADB, DFID, UNICEF, French Co-operation, Belgian Co-operation, and GTZ. Support for education projects also comes from a range of NGOs.

3.7.3. Recent trends in Education expenditure

Higher education expenditure in 2001 was 38% of the MINEDUC recurrent budget, approximately the same percentage as primary expenditure (39%). During the year 2000, the amount spent by the government on each primary school pupil – *the Unit Cost* - was 6,745 FRW. In Higher Education, the *Unit Cost* figure rose to 988,372 FRW, *spent on each student*. Taking these Unit Costs for 2000 (which are based on the budget rather than on actual expenditure) implies that for every student, who *received* one year of Higher Education in 2000, 147 pupils could have received one year of Primary Education. Table 7 shows the trend. It presents how many primary or secondary school pupils could have received one year of education for the same price as one student in higher education.

Table 7 : Ratio of Primary and Secondary Unit Costs to Higher Unit Costs

	1996	1997	1998	1999	2000
Primary School Pupils	36	53	56	83	147
Secondary School Pupils	8	16	13	24	35
Higher Education Students	1	1	1	1	1

Source Education Sector Review: Current Situation (draft) 2002

3.7.4. The **main financial support for those children attending school** is the family (90.6%), followed by the state (4.5%), and then other organisations (3.9%). Hence there is a large cost constraint for the poor (ECVM and PETS survey findings). Parents' contributions are in the form of school fees of FRW 300 per year plus other charges,

bringing the direct costs of primary education to around FRW 555 per pupil. Some schools accept payment in kind (PETS).

Secondary school fees stand at FRW 21,500 per annum, which is out of reach of many families in rural areas (PETS).

Up to 2002, MINEDUC allocated a fixed lump sum of FRw5million per Province per annum to cover education administration costs, regardless of the number of schools or number of pupils in the jurisdiction. Decentralisation policy now means that funds will be allocated to each province on the basis of its school age population. From 2003, an allocation system, based on a 'Capitation Grant', will be used to channel funds directly to individual schools. The Capitation Grant replaces the school fee. It will be FRw300 per enrolled pupil.

Ninety-five per cent of schools currently provide exemption from fees, to assist households. The largest number of exemptions is in Ruhengeri Province, where all schools have some percentage of exempted children. However, the abolition of school fees from September 2003 should lead to higher school admissions of children from poorer families.

3.7.5. Management of the budget and financial planning for the education system

MINEDUC has recently cut its number of programmes for the MTEF planning and budgetary process for education from 11 to 5. These are as follows:

Programme 1: Pre-Primary and Primary Education

Programme 2: Secondary Education

Programme 3: Higher Education

Programme 4: Scientific and Technological Research

Programme 5: Institutional Support

Budget lines for each programme are disaggregated into detail according to department and sub-programme. From 2003, clear outputs are defined for each sub-programme, with activities and financial inputs. This will facilitate easier monitoring of the budget.

3.7.6. Policy as to financing of the education system

As part of its overall sectoral policy, MINEDUC has set specific policies and strategies for financing the education system.

Policies:

- • Government continue to finance education at all levels. Other partners including donors and beneficiaries have a clear role in education financing
- • Budget allocation proportions for each sub-sector of education reviewed as necessary
- • Each institutional head is accountable for finances in his/her institution.

Strategies:

- • Constantly review the cost-sharing policy to ensure greater and predictable contribution from beneficiaries.
- • Encourage private sector to open and run schools and colleges at pre-primary, secondary and tertiary levels.
- • Abolish primary school fees, and allocate funds directly to schools, using a Capitation Grant system.
- • Encourage secondary schools and tertiary institutions to have income generating projects to contribute to their budgets, within the limits of each institution's capacity.
- • Schools prepare and submit an annual plan showing income-generating activities.
- • Ensure constant and regular dialogue between the government and different partners.
- • Involve students and parents in institutions' and schools' budget preparation and financial management.

3.8. 3.8. Features of education system in relation to EFA objectives and the sub-sector

3.8.1. Nursery and Pre-school education

- • Nursery and Preschool education has been a part of the Rwandan education system since it was given a legal basis in the legislation of 1985. However, it has remained largely within the private sector. Government does not presently finance pre-school education, but rather offers technical support and plans to give incentives to the private sector to provide such services. Today there are 257 Nursery and Preschool establishments: of these, only two are government owned. Nationally, Nursery and Preschool education is not very widespread. There are quite large variations around the country, in terms of the number of such establishments in relation to the population and their size and pupil/teacher ratio. The statistics appear to indicate that such establishments exist where parents can afford to pay for them. These pre-schools cater for 18,399 children out of about 2 million pre-school aged children. This is just under 1%. These schools are managed by 327 teachers, the majority of whom have received only in-service training.
- • Even if the provision of Nursery and preschool establishments is left to the private sector, regulation and the enforcement of standards is a matter for Government. Consequently, the training of teachers for this level of education, the establishment of a national curriculum, and the definition of objectives are all questions for Government to decide. Currently there is no national training programme for Preschool teachers, although a certain number of teachers have been trained by the Preschool Division within the MINEDUC. In terms of curriculum, the duration of Preschool should be three years, from the age of 3 to 6. In practice, many pupils attend for only one year, others attend for two years, and a few attend for three years.

3.8.2. Access and retention in Primary education

- There have been great advances in Primary Education in recent years. The total number of pupils enrolled in Primary Schools was 1,534,510 in the school year 2001/02. This represents an increase of 63% since just after the genocide: 941,012 pupils were enrolled in the school year 1994/95. In addition, the number of Primary Schools has increased: in 1994/95, there were 1,882 Primary Schools, while in 2001/02 there were 2,172. This is an increase of about 15%. There are nearly 400 more classrooms - 27,735 in 2001/2 as against 27,339 in 2000/01. However, the increase in the number of schools has not kept pace with the increase in the number of pupils. One result has been double shifting in many schools. MINEDUC estimates that 61% of classrooms in primary schools are being used for double shifts. •

Access

In line with the statistical information presented above, enrolment rates have been increasing. In 1998/99 the Gross Enrolment Rate (GER) was 87.9% while in 2001/02 it was 103.7%. The Net Enrolment Rate in 1998/99 was 69.9 %, and in 2001/02 it was 74.5%. Even with a NER of 75%, it still means that 25% of children of the correct age group are not going to school.

Retention

Despite improvements in enrolment rates, retention rates have worsened in recent years.

- • Promotion Rate in 1996/97 was 66.5%, in 2000/01 it was 54%
- • Repetition Rate in 1996/97 was 28%, in 2000/01 it was 31.8%
- • Dropout Rate in 1996/97 was 5.5%, in 2000/01 it was 14.2%

3.8.3. Vocational Training for Young People and Adults

- • Vocational Training is provided by MIFOTRA and its partners at a number of Youth Training Centres (YTC or CFJs) around the country. There are 22 public and 16 private vocational centres. Vocational Training is not widely available.
- • Currently only 1808 young people are enrolled at public Youth Training Centres, and 813 at private centres out of a total target population of approximately 1 million (in 1997).
- • This training is aimed at young people between the ages of 14 and 24 years old. Mainly, these are young people who could not pass the exam to get into secondary school, or who managed to get into secondary school but then dropped out during the Lower Secondary cycle. There is an entrance test for acceptance into a Vocational training course in a Youth Training Centre. This test assumes that candidates have completed Primary Education. However, one of the target populations is “newly-literate youth” and it is not obvious that such people could pass an entrance test designed for people who have completed Primary Education.
- • The curriculum in YTCs is tailored to the needs of young people with adequate basic education, so those who have dropped out of primary school very early are unlikely to be able to access these YTCs.
- • The proportion of girls is very low and is concentrated in traditional domains such as tailoring and catering. There is an acute shortage of equipment and qualified teachers in most YTCs. Only 5.8% of women benefit from the apprenticeship against 9.1% of men and only 2.6% of women benefit from short training.
- • Participants in Vocational Training courses have to pay a registration fee, which ranges from FRw3,000 to 5,000 per course. The fee for the 6-month courses at Kavumu is between FRw30,000 and 45,000. Therefore, such training is not accessible to the poor. Apart from this monetary cost, there is an opportunity cost. Most poor young people between the ages of 14 and 24 need to work and generate an income.

- • The role of MIFOTRA (services formerly performed by MIJESPOC) is more in the provision of monitoring and quality control services than in the provision of training. It also coordinates the providers and supplies trainer training about once a year.
- • Vocational Training courses are usually well adapted to the economy of the location where they are run. They are also very practical in emphasis: 85% practice as against 15% theory. Courses usually last about 12 months, and there is a period of on the job training in an enterprise towards the end of the course. Courses also contain an element of training in the management of small businesses. This is how MIFOTRA fulfils two of its objectives - insertion of trainees into the world of work, and insertion of trainees into their communities.

3.8.4. 3.8.4. Literacy and Education for Adults

- • The National Literacy Rate in Rwanda is low. There are various surveys, which give an estimate for the Literacy Rate among the population aged 15 years or more. Perhaps the most reliable of these is the ECVM. This puts the Literacy Rate at 52.4%, although there are large discrepancies between men (62.5%) and women (51.4%).
- • A need is to address the gender gap between the literacy rates of women and men.
- • There are also large discrepancies between consumption quintiles, that is to say between rich and poor. Despite this, there is a positive correlation between literacy and the standard of living: that is to say, if a person is literate, that person is also likely to be richer (45.9% for the poorest quintile and 61.5% for the richest quintile). Nevertheless, the Literacy Rate is still low even among the richest population group.
- • Literacy is one of the basic skills that children learn when they go to school. It is one of the elementary tools that give greater access to information and knowledge and to wider communication. For those people that never had the chance to go to school, or who dropped out of school for one reason or another, it is a key exit strategy from poverty. Literacy provides access to education, even non-formal education, and in turn to technical or other training. There is plenty of evidence to suggest that a literate farmer is more productive than an illiterate one; literate women are likely to have fewer children and to have healthier families. A literate population is more likely to take charge of its own destiny and development and to participate in public life. A literate population is also more likely to achieve objectives such as linguistic and cultural development.
- • Government policy is to raise the rate of literacy by 85% by 2010.
- • To achieve this target, it would be necessary to provide literacy training to approximately 500,000 people every year from 2002 until 2010.

3.8.5. Reduction of Gender Disparities and Inequalities in education

- • Inequalities or disparities in education usually mean gender and it is one of the most obvious areas where there is likely to be inequality in education, especially in Upper Secondary and Higher education. The inequality existing between the sexes becomes more pronounced as the level of education gets higher. This tendency is more marked in the management and administration of education where there are many more men than women in decision-making positions. This reflects the lack of opportunity women have to reach the higher levels of education which would give them the qualifications to reach higher positions in employment. The number of male teachers increases and the number of women decreases as the level of education increases.
- • It is not only with regard to gender that inequality exists. There may be inequalities in the treatment of other groups as well: for example, orphans, ethnic minorities, children from single parent families, children with Special Educational Needs. Inequality may also exist between rich and poor, and in the provision of education to different Provinces and Districts. For example, it is assumed that children in towns and cities are more likely to go to school than those who live in rural areas. This is generally the case in Rwanda just as in many other countries. However, in Rwanda the poorest children in city areas actually go to school much less (NER 35.9%) than their counterparts in rural areas (NER 65.7%)
- • It is likely that where discrimination against disadvantaged groups such as orphans and children with special needs in general is greater, discrimination against girls will also be greater.
- • According to the latest MINEDUC administration data (for school year 2001-02), more girls than boys enrolled in primary education (girls- 50.2%, boys -49.8%). Even in secondary education the proportion between girls and boys is nearly equal (girls-49.4%). However, for higher education, there are much larger disparities with many more males enrolling than females.
- • The proportion of girls enrolled in Upper Secondary (50.1% in 2001-02) is slightly greater than the proportion of girls enrolled in Lower Secondary (49.1%). At Primary level, there are only four provinces where fewer girls are enrolled than boys. These provinces are Byumba, Gisenyi, Ruhengeri, and Umutara. These same four provinces also have significantly fewer female teachers than male teachers, and also have fewer qualified female teachers than qualified male teachers.
- • Despite the near equality in enrolment, there are discrepancies between the performance of boys and girls at both primary and secondary levels. Girls perform less well in end-of-primary exams, and hence are enrolled in a greater number in private secondary schools where the entrance criteria are lower than the public secondary schools.

3.8.6. Improving the Quality of Education

- • Quality is a generic concern throughout the education system and the indicators of quality show the need for improvement. This section summarises some of the issues. In recent years, there has been a substantial increase in the number of children who go to school. The Net Enrolment Ratio at Primary level in the year 2001-02 was almost 75%. However, this means that 25% of the school age population do not go to school. In Secondary Education too, the number of pupils enrolled continues to increase. It is probable that improvements in recent years have been mainly quantitative - more schools, more classrooms, and a greater number of teachers. International research has shown clearly that the quality of education must be increased as well as the quantity. The target of the Government of Rwanda is to achieve UPE by the year 2010. This makes it imperative to increase quality.
- • Initial and in service teacher training is offered at 11 Teacher Training Colleges (TTCs) – one in each Province to improve the quality of teaching staff by upgrading existing under-qualified teachers and giving new recruits an intensive basic training. These TTCs have the capacity for approximately 2,500 students in total each year. There are also several private or government-subsidised schools with special sections to train primary school teachers.
- • There are several areas in which quality can be improved : the qualification of teachers, the availability of books and other educational materials, the relevance of the curriculum, the standard of school premises, and the atmosphere of school itself.
- • The total number of teachers at Primary level actually decreased in 2000-01 because of a change in Government policy, but the proportion of qualified teachers continues to increase - from 63.3% in 2000/01 to 81.6% in 2001/02 (see page 24).
- • As far as books are concerned, there are only two subjects at Primary level where the number of books even approaches adequacy : in Kinyarwanda and Mathematics, where there are approximately two pupils to each book. In other subjects, there are as many as 18 or 20 pupils to each book, and in some subjects the number of pupils to each book can be more than 100 (NCDC survey 2001). There is a six-year plan for the review and revision of the primary school curricula, and textbooks in various subject areas are being developed. A new textbook policy is currently being finalised, and with donor help there will be increased funding for textbooks over the next few years.
- • The curriculum itself should be interesting to children, and learning should involve children in activity. School premises need to be adequate. There needs to be sufficient space and furniture in classrooms, there needs to be an area for recreation, there needs to be a clean water supply, and there needs to be adequate sanitary facilities. The atmosphere of school must be friendly and welcoming to children. The school ethos is largely a matter of the attitude of the Head Teacher and the teachers.

3.8.7. HIV / AIDS in schools

- • The spread of HIV infection and AIDS in Rwanda is becoming a serious problem, as serious as it is in many other areas of Africa. In Rwanda, the problem has become particularly acute since the genocide. Prior to the genocide, the rate of infection was estimated to be about 1%. However, rape was used as a weapon during the genocide and it seems that this has contributed greatly to the spread of the disease. Currently, according to the 2001 Rwanda Development Indicators (RDI), the national average rate of infection is approximately 13.7% (1998 estimate). In the urban areas the rate of infection is higher. For the capital, Kigali, it is thought to be more than 18% (1998 estimate). In 2000, 65% of those hospitalised in Kigali Central Hospital were diagnosed with HIV. An investigation in a secondary school in Byumba revealed that 9% of the pupils were séro - positive. Two major concerns in education are :

⇒⇒ Educating young people of school age so that they are informed and are able to avoid infection themselves

⇒⇒ Planning now so that we can deal with the effects of the disease

- • In education, there will be several serious consequences of the disease. First, many teachers will die. Planning is necessary now to train more teachers so that those who will die can be replaced. The quality of education is likely to suffer, because of the decrease in teacher numbers, and particularly because of declining Pupil-Teacher Ratios. In addition those who are trained to replace teacher victims of the disease will be less experienced, which means planning to maintain educational quality in the future. Many of the parents of children at school will also die, and this will certainly result in trauma for the children concerned. It may also mean that those children will drop out of school because they no longer have enough money to pay the costs of schooling, or because they have to look after younger brothers and sisters.
- • It is thought that there is a delay of eight to ten years between the initial infection with HIV and death from the AIDS disease. Starting from a base year in 1994 it is expected that teachers will begin to die from 2002-03 in ever increasing numbers. However, according to the 'Assessment of the Impact of AIDS on the Education Sector in Rwanda' (April 2003), the teacher death rate from AIDS is projected to remain at less than one out of every 120 staff – equivalent to one AIDS death a year in every ten schools.
- • The introduction of teaching HIV/AIDS and life skills was initiated in formal and less formal ways in the education system a number of years ago. In primary schools, some teaching has begun on a small scale, concentrated in the P5 and P6 grades. In secondary schools the subject of HIV/AIDS is covered in science lessons to varying degrees. In Higher Institutions, students are given advice about HIV/AIDS during their induction, and some limited counseling facilities exist in some of the Institutions.

- • Since 1998 Anti-Aids clubs were established in all secondary schools and Higher Institutions, but many remain inactive due to lack of materials and proper guidance.
- • Other initiatives to raise awareness and reinforce teaching of HIV/AIDS have included the use of theatre, songs, writing poems and poster competitions for students in schools. Additionally, the subject of HIV/AIDS is now included in every training session organized for teachers. In November 2001, all Provincial Inspectors and District Education Officers attended training workshops on the subject. It is still true, however, that many educators feel uncomfortable about discussing sexual matters with school age pupils, and a lack of openness in the system remains a large hurdle.
- • HIV/AIDS/Life Skills education now urgently needs to be integrated and incorporated into the national curriculum at all levels of education, with approved text books and teaching materials produced and disseminated across the country.

Chapter 4

Objectives and Priorities for the Education Sector

4.1. Policy for the education sector and its objectives reflect the broader policy environment set by the guidelines of Vision 2020, the PRSP, policies on Decentralisation and ICT, as well as commitment of Government to achieve certain international development targets, notably UPE by 2010 and EFA by 2015, and narrowing gender disparities in education by 2005.

4.2. Achieving these targets will mean addressing the high drop-out and repetition rates that currently exist in schools. It means reviewing the school curricula and teaching methodology so as to give people skills for development such as life skills including entrepreneurial, practical and psycho-social skills related to HIV/AIDS and the general health and well-being of the Rwandan people.

4.3. The global goal of the Government of Rwanda is to reduce poverty and in turn to improve the well-being of its population. Within this context, the aim of education is to combat ignorance and illiteracy and to provide human resources useful for the socio-economic development of Rwanda through the education system

4.4. The development of human resources is one of the principal factors in achieving sustainable economic and social development. Education and training has been considered as a critical lynchpin to achieve development and poverty reduction. The major aims of education and training are seen as giving all Rwandese people the necessary skills and values to be good citizens; and to improve the quality of human life through the formal and informal systems at all levels.

4.5. To realise this aim, the following general objectives have been defined for the education sector:

- • To educate a free citizen who is liberated from all kinds of discrimination, including gender based discrimination, exclusion and favouritism;
- • To contribute to the promotion of a culture of peace and to emphasise Rwandese and universal values of justice, peace, tolerance, respect for human rights, gender equality, solidarity and democracy;
- • To dispense a holistic moral, intellectual, social, physical and professional education through the promotion of individual competencies and aptitudes in the service of national reconstruction and the sustainable development of the country;
- • To promote science and technology with special attention to ICT;
- • To develop in the Rwandese citizen an autonomy of thought, patriotic spirit, a sense of civic pride, a love of work well done and global awareness;
- • To facilitate the acquisition of appropriate skills by the Rwandese people, so that they can contribute to national development .
- • To eliminate all the causes and obstacles which can lead to disparity in education, whether by gender, disability, geographical or social group.

4.6. Specific objectives in education sector policy have then been defined, which are:

- • To ensure that education is available and accessible to all Rwandese people;
- • To improve the quality and relevance of education;
- • To promote the teaching of science and technology with a special focus on ICT;
- • To promote trilingualism in the country;
- • To promote an integral, comprehensive education oriented towards the respect of human rights and adapted to the present situation of the country;
- • To sensitise children to the importance of environment, hygiene and health and protection against HIV/AIDS;
- • To improve the capacity for planning, management and administration of education;
- • To promote research as a mobilising factor for national development and to harmonise the research agenda.

4.7. Policy is built on six pillars and guided by Vision 2020 and the Poverty Reduction Strategy Paper (PRSP)

- • Education will be considered holistically as a sector and so, a Sector Wide Approach (SWAp) will be developed, for use in the management of the system ;
- • MTEF will be used as a tool for planning and management of the system in the short and medium term, with close monitoring and regular evaluation.
- • The importance of participation of all different partners is acknowledged - Government, parents, communities, donors, the private sector, NGOs and Civil Society. There shall be regular consultations, negotiations and co-ordination by the Government on participation. A horizontal co-ordination between different actors will be established, and there shall also be a stronger vertical link between central government, local government and grass roots groups;
- • There is an urgent need to balance access, quality and relevance with a special emphasis on a curriculum which is output-oriented and offering the skills and values necessary for development;
- • There shall be gender consideration especially in learning achievement for girls and access to education for women, especially in rural areas;
- • ICT in education shall be considered as the heart of the entire education system

4.8. In terms of the sectoral programmes, MINEDUC have five foci for strategic planning purposes, each with major policy objectives.

Programme 1 : Basic Education

Objective: To increase access to and improve the quality of Pre-Primary and Primary Education ; provide education to all through functional literacy ; provide vocational and skills training to all out-of-school people

Programme 2: Secondary Education

Objective: To improve the quality of general secondary education and the quality of pedagogic, technical and vocational education at Upper Secondary level, and to increase access to Secondary Education at all levels

Programme 3: Higher Education

Objective: To increase access to and quality of higher and university education

Programme 4: Science, Technology, and Research

Objective: To promote and support scientific and technological research

Programme 5: Planning and Management

Objective: To strengthen the capacity for planning, management, monitoring and evaluation of education

4.9. The key priorities for education, outlined in the PRSP, include :

- • Achieving UPE by 2010 and EFA by 2015.
- • Improving the quality of education, especially at primary level, by increasing non-wage expenditure through the provision of books and other teaching and learning materials, and the training of teachers.
- • Training more secondary teachers through the new distance learning programme at KIE.
- • The construction of more classrooms and schools at primary and secondary levels so as to increase access.
- • Increasing expenditure on laboratory and scientific equipment and the promotion of ICT and Science and Technology teaching.
- • Increasing girls' access to and retention in secondary and higher education.
- • Supporting and strengthening anti-AIDS clubs in secondary schools and the provision of educational materials on HIV/AIDS throughout the education system.
- • Strengthening monitoring and evaluation mechanisms, for a more efficient system.

4.10. The linkage between this policy framework and the sub-sectoral strategies relating to the EFA Plan of Action is elaborated in Chapter 5. The goals and specific objectives set for the EFA Plan of Action focus primarily on improving access and equity, quality, removing gender disparities, and mitigation of HIV/AIDS in schools. These are firmly within the policy objectives for the sector as a whole, especially in relation to primary education.

Chapter 5

Implementation Strategies for Sector Policy

5.1. The developing GOR strategy for the education sector is being implemented progressively, according to the following **guiding principles**:

- Increased access at all levels of education and training;
- Improvement of quality of teaching and training;
- Greater equity across urban and rural populations and across male and female sub-groups;
- Partnership with all concerned at international, national, regional and school levels, and in both the public and the private sectors;
- Encouragement of the private sector at all levels of the system, and cost-sharing at higher education level;
- Decentralisation of management and gradual deconcentration of the budget, accompanied by measures to strengthen management and administration at all levels;
- • Financial prudence in the use of scarce government resources.

5.2. Education provides the human resources necessary for poverty reduction. The definition of policy objectives and policy prioritisation is done within the context of the Poverty Reduction Strategy. Key priorities within the PRSP include achieving the International Development Targets of EFA by 2015 and reducing gender inequality in education; provision of relevant curricula and textbooks at all levels of the system; the training of more teachers, particularly at primary level; and the provision of HIV/AIDS education to all children from an early age. The PRSP also places considerable importance on other areas of the education system, such as vocational/technical education and functional adult literacy. All these areas are also priorities under the Plan of Action for EFA.

Hence, the government strategy is:

- • Review curricula to ensure provision of desired values and skills, including values that promote gender equality and equity in all areas of life;
- • Encourage the private sector to absorb some of the increase in numbers, particularly in secondary and higher education;
- • Increase beneficiary contributions, cost recovery and institutions' own efficiency and earnings in higher education;
- • Involve communities in the construction, management and supervision of their own primary schools;
- • Improve financial control and increase efficiency in the utilisation of government resources at all levels of the education system.

5.3. The PRSP calls for education to be treated as a sector. It is important to co-ordinate the activities of MINEDUC, MIFOTRA, MINALOC, MIGEPROF and MINESANTE, as well as having a clear idea of what assistance development partners, NGOs and local communities are providing in education. While one Ministry (MINEDUC) is responsible for formal education, other Ministries, development partners and NGOs are also involved in the education sector - see the table below for Ministries and selected international development partners. All these ministries are involved in different ways in the education sector and in the areas of focus for EFA.

Lead Ministry	Other Ministries	Development Partners
MINEDUC	<ul style="list-style-type: none"> • • MINALOC (literacy and decentralised education functions) • • MINISANTE (partnership in managing KHI) • • MIFOTRA (vocational training) • • MINECOFIN (poverty focus, sector and financial planning) • • MIGEPROF (gender and promotion of women) 	<ul style="list-style-type: none"> • • World Bank • • ADB • • EU • • Dfid • • Coopération Française • • GTZ • • Coopération Belge

5.4. A holistic approach is taken to development of the sector and implementation. Given that all these partners are involved in the education sector, a Sector Wide Approach (SWAp) to education sector planning has been adopted within MINEDUC. It is a process of planning and management of the education as a sector, rather than a collection of uncoordinated sub-sectors and projects. It involves development partners in the preparation of a sector strategic plan and in the subsequent allocation of resources. The process requires joint co-ordination and the shared commitment of MINEDUC and all stakeholders. Ownership and leadership of the plan remain with the government, whose capacity is strengthened so that it can undertake the task of implementing the strategic plan efficiently.

5.5. Given that several Ministries and other development partners are involved in the education sector, the development of a Sector Wide Approach to education planning offers a way of ensuring :

- • Sustainability of recurrent costs and counterpart funding of investments
- • Co-ordination and a closer working relationship amongst all actors in the system.
- • Planning and management of education as a whole sector
- • Efficient and effective utilisation of scarce resources at all levels of the education system
- • Promotion of gender equality and equity

5.6. An Education Sector Policy document outlines in broad terms the Education Sector policies that derive from the targets described in the PRSP. An Education Sector Strategic Plan (ESSP) shows how MINEDUC (together with its government partners, MIFOTRA , MINALOC, MINESANTE and MIGEPROF) can achieve its policy targets. The ESSP integrates all donor and NGO assistance to the education sector within the agreed strategies for achieving the outcomes presented in the Policy document. This integrated Plan also helps to reduce the fragmentation of human and financial resources in the education sector. The ESSP presents a costed plan for each education sub-sector over a 5-year period.

5.7. The PRSP underlines the importance of prioritising high impact programmes and projects, so that they may make the greatest impact on poverty reduction. In education, this may involve prioritising expenditure and programmes that focus on improving access to and the quality of primary education. Strategically, MINEDUC is focussing on **selected** priority areas, so as to increase access to education at all levels and improve the quality of education. These priorities fit within the overall poverty reduction strategy of Government. The priorities are :

- • Increasing access to Primary education with the aim of achieving UPE by 2010 and improving the retention of pupils in the education system. This implies :
 - Increasing the net enrolment rate in P1
 - Reducing the repetition rate
 - Reducing the drop-out rate
- • Review of the curriculum and the provision of text books so as to increase the quality of education and give people relevant skills. This implies :
 - Life skills and gender sensitivity
 - Skills for development
 - Entrepreneurial skills
- • Improving the quality of teaching through in-service training of unqualified teachers and improved pre-service training of new teachers. This implies :
 - In-service : constantly increasing the percentage of qualified teachers from the current figure of 81.2% in primary schools and 51.9% in secondary schools (preliminary Admin Data for 2001/2)
 - Pre-service : strengthening Teacher Training Colleges (TTCs) and KIE, including the launch of a distance training programme (DTP) for the upgrading of secondary teachers at KIE
- • Improving science and technology teaching, with special attention to practical laboratory work and ICT

5.8. Specific policy objectives have been defined for the education sector by MINEDUC, as outlined in chapter 4. There are broad sectoral strategies for achieving the policy objectives. However, strategies have also been defined for sub-sector policies. They are grouped under : access, quality and relevance, vocational and technical training, disparities, HIV/AIDs and health education. Education system and management is also included.

1. Access to Education

Policies:

- • Universal Primary Education shall be reached by 2010
- • Basic education shall be provided to all Rwandans by 2015.
- • Early Childhood Care and Development (ECCD) shall be offered to children by involving different partners and encouraging private sector provision.
- • Popular education through functional literacy shall be provided to all people in the spirit of life long learning.
- • Secondary and tertiary education expanded by encouraging day attendance rather than boarding.

Strategies:

- • Increase infrastructure and equipment in accordance with set standards and school-age population [\[.16\]](#)
- • Promote private schools at all levels.
- • Encourage greater parental and local authority [\[.17\]](#) participation in the efforts to educate their children.
- • Publicise the message that education is for all Rwandese equally, without any discrimination
- • Encourage distance learning
- • Update the adult literacy curriculum and promote post-literacy programmes
- • Train literacy trainers and provide adult literacy materials and consumables

2. Quality and relevance in education

Policies:

- • An output-oriented curriculum to be used by all schools shall be developed, monitored and reviewed as necessary. Relevant textbooks shall be provided and school libraries shall be introduced [\[.18\]](#)
- • Teacher training through both pre-service and in-service methods with the use of distance learning shall be strengthened. Different forms of teacher motivation put in place.
- • Education will be characterised by the imparting of good values and attitudes in Rwandese culture as well as those from outside relevant to our national development.
- • Development skills such as life skills, practical and entrepreneurial skills shall be emphasised at all levels of the education system.

- • All teachers and schools, public or private, shall be inspected and children shall do the same national examinations upon completion of each cycle of education.
- • All teacher education institutions, their faculties [\[.19\]](#) and courses shall be accredited. The accreditation shall be done on a regular basis
- • Curriculum and assessment research capacity shall be developed at NCDC
- • Trilingualism shall be practised in all primary schools [\[.20\]](#)

Strategies:

- • Reinforce the National Curriculum Development Centre.
- • Train teachers at all levels of education, including use of in-service courses, in sufficient number and quality [\[.21\]](#)
- • Put in place various forms of teacher motivation, including increased salaries [\[.22\]](#)
- • Reinforce the National Examination Council.
- • Reinforce the General Inspectorate.
- • Develop, print and distribute a revised and harmonised syllabus.
- • Provide relevant textbooks
- • Provide appropriate learning/teaching equipment and materials [\[.23\]](#)
- • Reinforce in the education system the positive values of Rwandese and other cultures through curriculum development, the learning environment and teacher training.
- • Appoint staff to carry out research in critical areas of teaching practice, curriculum and assessment [\[.24\]](#)
- • Encourage development of school-based assessment, and train teachers in this competency
- • Train external quality assessors for teacher education institutions
- • Establish primary teacher-pupil ratio of 1: 45
- • Use Kinyarwanda as medium of instruction in lower primary, and offer French and English as subjects; use French or English as medium of instruction in upper primary. [\[.25\]](#)

3. Vocational and Technical Education

Policies:

- • Diversification of vocational training for primary school leavers shall be given special attention.
- • Vocational training opportunities for out-of-school youth and adults shall be put in place and linked to literacy programmes.
- • Technical and vocational education for some children after the first cycle of primary and at secondary level shall be strengthened. Appropriate technology shall be the driving force in this training.
- • Links will be established between YTCs and second cycle of secondary technical and vocational education so that young people can transfer from a YTC to an upper secondary vocational or technical school.

- • Develop these schools into pillars of development in the places where they are located.

Strategies:

- • Establish a technical school in each province and progressively more as means allow.
- • Offer pedagogical training/teaching methodology to students in technical and vocational tertiary education, so that these students upon graduation can teach at secondary level.
- • Use of local materials for teaching purposes
- • Identify the skills needs of the labour market, to ensure relevance of YTC training programmes
- • Develop training courses for the formation of YTC trainers in the various programme areas [\[.26\]](#)

4. Disparities in Education

Policies:

- • There shall be no disparity in education, by sex, region or other group.
- • The current achievements in regard to access of girls to primary and secondary education shall be safeguarded while improving their retention and [\[.27\]](#) strengthening their performance especially in Science, Mathematics and Technology.

Strategies:

- • Closely monitor girls' performance and achievement at all levels, and take necessary corrective measures.
- • Encourage girls' participation in science and technology related fields.
- • Give special attention to female participation in education, especially popular and functional literacy for women in rural areas.
- • Sensitise parents and communities to monitor girls' performance in education.
- • Establish and strengthen women's associations especially in rural areas.
- • Implement [\[.28\]](#) affirmative action for girls to study science and technology related subjects.
- • Support marginalised areas and vulnerable groups, such as orphans, children who head families, children with special needs [\[.29\]](#)

5. HIV/AIDS and Health Education

Policies:

- • All school children shall have the opportunity to acquire the necessary knowledge about HIV/AIDS and life skills to enable them to make responsible choices about their personal behaviour.
- • HIV/AIDS and life skills shall be integrated into the national curriculum and the teacher-training curriculum

- • HIV/AIDS sensitisation activities for adults and parents shall be reinforced [\[.30\]](#)
- • HIV/AIDS will be mainstreamed across all education departments.
- • It will be one of the main responsibilities of all teachers and school administrators to ensure that HIV/AIDS and life skills programmes are implemented.
- • There shall be no discrimination against educators and learners who have contracted HIV/AIDS; measures to counsel and care for (i.e Voluntary Counseling and Testing - VCT) [\[.31\]](#) support those educators and learners infected and affected by HIV/AIDS will be established.
- • Education for the protection of environment and health shall be promoted
- • Health education shall be promoted in all schools [\[.32\]](#)

Strategies:

- • Review and revise the national curriculum to include HIV/AIDS and life skills modules and courses for all appropriate age groups.
- • Revitalize and strengthen Anti-Aids clubs by training peer educators and providing the necessary educational materials.
- • Revise all teacher-training courses to include modules on HIV/AIDS and life skills, and provide in-service training for all students in the TTCs.
- • Create and support ‘focal point’ posts that will facilitate the dissemination of programs and information at central and provincial levels, and encourage a decentralized and more responsive, mainstreamed approach.
- • Monitor governmental interventions in the sector using trained provincial and district inspectors, and provincial focal points, and evaluate their effectiveness centrally against established criteria.
- • Publish and disseminate HIV/AIDS specific education sector policies, guidelines and codes of practice.
- • Establish HIV/AIDS counselling and care centres (i.e VCT), and elicit NGO, FBO and CBO support
- • Incorporate health education in the school curriculum [\[.33\]](#)

6. Science Teaching and ICT in Education

Policies:

- • Science and mathematics teaching and ICT shall be at the heart of all levels [\[.34\]](#) of education.
- • Links will be started between all higher learning institutions, secondary and primary schools [\[.35\]](#)

Strategies:

- • Train a critical mass of science and ICT teachers.
- • Ensure practical skills and provide science equipment and computers to identified schools and progressively to all schools, as means allow.

- • Establish model Centres of Excellence in Science, Mathematics and ICT at secondary level
- • Develop the ICT curriculum for all levels for education
- • Ensure that the Science and Mathematics programmes at primary and secondary levels are coherent
- • Establish partnerships between education institutions of different levels [\[.36\]](#)

7. 7. Education System & Management

Policies:

- • The Central Government shall be responsible for setting policy, standards and norms, and for monitoring and evaluation.
- • The Provincial and District levels shall be responsible for the implementation of government policy.
- • Head teachers shall be responsible for the general running of their schools.
- • The participation of parents, teachers and users of educational facilities in their management shall be encouraged so as to achieve transparency, accountability, predictability and participation in an atmosphere of good governance.
- • Planning and management of the System shall be based on well researched statistics and information
- • There shall be a proper monitoring and evaluation of the system
- • Education acts, rules and regulations shall be reviewed where necessary

Strategies:

- • Reinforce the planning department at central and decentralised levels.
- • Review procedures relating to the management and administration of education for their adaptation and modernisation.
- • Revise and update educational legislation.
- • Teach school management and administration to all teachers, and ensure that school heads regularly undergo special training.
- • Involve parents and communities in the management of the schools that serve them.
- • Undertake regular monitoring and [\[.37\]](#)evaluation in every school, concerning the [\[.38\]](#) achievement of government standards and report results to concerned authorities and the general public.
- • Teach career guidance and counselling skills to all teachers and practice them at all schools especially with reference to careers and HIV/AIDS
- • Expand and reinforce EMIS at central and decentralised levels
- • Establish co-ordination and information flow mechanisms for EMIS, and strengthen partnerships [\[.39\]](#).

Chapter 6

Specific Strategies for each EFA Objective

1. Specific objectives have been defined for realization of each of the seven EFA Specific Objectives (themes), based on the diagnosis, which is outlined in Chapter 3. They reflect sectoral policy goals for increasing access to basic education, improving the quality of the education provided, removing gender disparities, ensuring equitable access for vulnerable groups, improving school health standards, and mitigating the impact of HIV/AIDS in the school environment.
2. Part 2 presents a Plan of Action for implementation. It gives Specific objectives, actions, and outputs for each EFA theme. The Activity Descriptions incorporate measurable indicators of achievement for each of the themes. The estimated costs for the proposed activities are also given. The costs are apportioned across the EFA timeframe.
3. The main constraints, as identified by the thematic groups and from consultations amongst the stakeholders, are summarised below. Action based strategies, within the context of the overall strategic approach for the sector, are presented.

4. Objective 1: Expand and improve comprehensive early childhood care and education (nursery and pre-school) especially for the most vulnerable and disadvantaged children

4.1. Constraints to expanding and improving nursery and pre-school education

- • Lack of a national policy in terms of protection and education of the small child.
- • Lack of harmonised curriculum for pre-school education (nursery).
- • Lack of qualified teachers and personnel to care for [\[.40\]](#) and protect small children.
- • Lack of trained pre-school teachers or they are under-qualified or not at all
- • Pre-service training in the teacher training institutions inadequate
- • Limited number of reception facilities and very few pre-schools
- • There are no specific teaching materials.
- • Parents' ignorance concerning the importance of pre-school education.
- • Parents' poverty prevents them from registering their children in a pre-school institution.

- • Lack of family planning has consequences for education, protection of health, nutrition and child labour.
- • High cost for services of protection and education for small childhood.
- • Laws that protect children are not applied.

4.2. Strategies to meet constraints to expanding and improving pre-school education

- • Increase availability of pre-school programmes, teaching materials and teacher guides
- • Provide material and financial support for the construction of pre-schools.
- • Rehabilitate the Experimental Centres for Pre-school Activities (CEAPS) and reform the pre-school curriculum.
- • Adopt, within the structure of pre-school education, a policy favourable to children in difficult circumstances; initiate a system of adoption and sponsorship at district, provincial and regional level
- • Support the creation of physically accessible community structures and establish links between the structures intervening in the sub-sector such as: health centres, vaccination centres, nutrition centres, pre-schools, crèches and nurseries.
- • Define the responsibilities of individuals and state in relation to [\[41\]](#) pre-school education
- • Encourage debate on the nature of children, their development and their needs at each different phases of their development. Raise awareness and train those involved.
- • Build a stronger awareness raising by NGOs for a change of mentalities
- • Encourage research on games, toys, Rwandan tales, legends and songs and popularise them.
- • Encourage innovation and initiative in pre-school organisational structure, especially in the private sector, and involvement of social partners
- • Develop a pre-school education programme and production of learning materials.
- • Support operators of schools and communities. Encourage correct management of private pre-schools. Seek private contributions to pre-school education investment.
- • Create pilot centres in various provinces and even in the districts
- • Create play centres for children, to manufacture teaching and games equipment and suitable furniture

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

5.1. Constraints and problems of Access

- • Lack of qualified teachers (creation of Teacher Training Centres would alleviate this situation)
- • Lack of motivation of teachers
- • Inadequate school map (large distance between school and home)
- • Insufficiency of textbooks and learning/teaching materials
- • Scattered habitat constrains development of the school map and catchment area
- • Inadequate and low levels of health and nutrition for children
- • Very limited participation of parents in the education of their children

- • High rate of illiteracy among parents
- • Ignorance of parents as to the benefits of a full basic education and the attitude of parents and pupils, who tend to regard Class 6 as the normal end of the school course
- • Low rate of transition from primary education to secondary does not encourage the continuation of studies at secondary level
- • High poverty levels, which make it very difficult for parents to afford costs, especially when schools increase school fees, price of uniform, and food
- • Inadequate communication between school and parents, and between school and MINEDUC

5.2. Constraints and problems of Retention

- • Dropout and repetition rates are increasing rather than decreasing
- • Ignorance of parents as with the problems of access (as above)
- • Overcrowded classes
- • Intense competition at end of primary causes very high repetition rates in fifth year
- • Double shifting of classes
- • Insufficient textbooks for number of children and more so if enrolment and retention rates improved
- • Socialisation training provided by school has weakened discipline
- • Low transition rate from primary to secondary education
- • School curriculum is too traditional and does not correspond to the pupil exit profile
- • Poor financial compensation for teachers and low motivation and low social status
- • Poor school administration through absenteeism
- • Poor financial management in schools as PTAs have no decision-making powers, local authorities feel unconcerned and there is [\[.42\]](#) a lack of co-ordination
- • Poor co-ordination between MINEDUC and local communities
- • Legislation obsolete and unsuited to current circumstances

5.3. Strategies to meet constraints to increasing access and retention

- • Increase construction of schools and classrooms, infrastructure, and locate schools nearer the populations they serve [\[.43\]](#)
- • Improve school environment (toilets, drinking water supply, play grounds)
- • Equip schools in school furniture, educational material, handbooks for teachers in service and the training of new ones
- • Increase enrolment rates at all levels (primary and secondary) and transition rates
- • Provide an education adapted to the socio-economic needs
- • Pay particular attention to needs of girls, vulnerable groups and marginalised areas
- • Provision of school lunches to encourage attendance and for the full school day

- • Encourage local communities to take part fully in education
- • Improve the curriculum by including peace education and reconciliation in the programmes[.44]
- • Reinforce inspection and the national examinations system

- • Improve initial teacher training
- • Raise awareness of local parents and partners
- • Adoption of firmer sanctions against parents who refuse to send their children to School or withdraw them from school

6. Objective 3: Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programme.

- • Train more young people who dropped out of school and who never went to school, for various jobs.

6.1. Constraints to improving access to vocational training for out of school youth

- • Young people who have not finished primary schooling cannot be accepted[\[.45\]](#) into a training institution
- • Capacity of youth training centres (YTCs) limited ; need to build more YTCs and rehabilitate those from before 1994
- • Lack of materials and equipment in the training centres
- • Self-financing is needed to assist development of the centres
- • Teachers in the youth training centres not qualified
- • Problem of opening youth training centres to the surrounding community
- • Insufficient attendance at centres for youth training ; inadequate awareness of the vocational training opportunities that can be offered, if capacity is developed

6.2. Strategies to meet the constraints for improving access to vocational training and life long learning for out of school youth

- • Increase capacity of youth vocational training centres (YTCs[\[.46\]](#)) to accommodate increase in numbers of youth from 5% to 80% by 2015
- • Train sufficient trainers for YTCs[\[.47\]](#) to train increased numbers of out of school youth
- • Improve the quality of youth training centres in vocational fields
- • Organise seminars on the need for quality improvement in YTCs[\[.48\]](#) and how to achieve [\[.49\]](#)
- • Develop and harmonise a curriculum for the centres
- • Encourage on-the-job training
- • Adapt the programs to those young people without primary education
- • Define a professional training policy for vocational training for out of school youth.
- • Promote a system of self - financing in youth vocational training centres and provide them with production material so that they can move towards self[\[.50\]](#)-financing
- • Create common sales agencies for products manufactured by centres

7. Objective 4: Improvement of levels of adult literacy, especially for women, and equitable access to basic and continuing education for adults

7.1. Constraints to improvement of adult literacy

- • Constraints related to culture [\[.51\]](#), tradition [\[.52\]](#), ignorance, poverty
- • Lack of specialised agencies to teach literacy
- • Weaknesses in sensitising target populations in the program for elimination [\[.53\]](#) of functional illiteracy
- • Lack of motivation of the “literacy trainers [\[.54\]](#)”.

7.2. Strategies to improve literacy and increase access for adults to basic education

- • Develop a national policy on literacy
- • Identify the number of illiterate adults across the country.
- • Sensitise main authorities and population on the importance of functional literacy.
- • Co-ordination of the activities of all actors in adult literacy within framework of a
a National policy and guidelines.
- • Integrate programme for the elimination [\[.55\]](#) of illiteracy into the national development [\[.56\]](#) policy as one of its priorities
- • Organise training of trainers and literacy workers in functional literacy.
- • Equip literacy centres with learning materials
- • Monitoring and evaluation of functional literacy activities
- • Promote post-literacy to conserve use and the development of the benefits of literacy
- • Create and equip educational centres for basic and permanent education
- • Develop national policy and programme of basic and permanent education.
- • Organise training of trainers in basic and permanent education.
- • Monitoring and evaluation of permanent training activities.

8. Objective 5: Eliminate gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls full and equal access to and achievement in basic education of good quality

8.1. Constraints to elimination of gender disparities

- • Limited essential facilities for girls in schools
- • Poor quality of the learning environment,
- • Gender insensitive teachers
- • Stereotyped curriculum and lack of gender sensitive materials
- • School statistics are often neither gender disaggregated nor organized
- • Socio-cultural values, attitudes and practices as they affect [\[.57\]](#) the role of girls and girls’ education

- • Most poor and illiterate parents do not attach high priority to education, especially for the girls[.58]
- • Inability of parents to meet the cost of education limits girls' access to education.

8.2. Strategies as to eliminate gender disparities in education

- • Reduction of number of girls out of primary school by increasing the rate of new enrolment for girls by 10%, by 2005
- • Enhance policy development for girls' [.59]education
- • Advocacy and cross cutting support given to initiatives to improve girls education
- • Increase capacity of schools to take more girls
- • Increase access of girls to alternative education opportunities in order to reduce number out of primary school
- • Enhance policy development on alternative education opportunities for girls
- • Support alternative education centres for girls
- • Promote quality and gender sensitive learning to reduce drop out and repetition rates for girls at primary level
- • Ensure empowerment of girls in schools in order to encourage their participation
- • Train teachers and school heads on children's and women's rights and include those rights and the gender dimension in teacher training curricula
- • Review and produce learning materials with appropriate gender sensitivity[.60]

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

9.1. Constraints as to improvement of quality education

- • Lack of personnel and equipment to monitor and evaluate the curriculum
- • Curriculum is overloaded
- • Lack of teaching material (2 pupils per book[.61])
- • High pupil-teacher ratio (58.9 pupils per teacher and 73 pupils per qualified teacher)
- • Lack of qualified, competent teachers
- • System of double shifting in classes
- • Non-respect of official directives in the matter of language teaching

9.2. Strategies to meet constraints as to improvement of the quality of education

- • Evaluate curriculum in schools and adapt to needs of children and economy
- • Parents, teachers and communities participate in curriculum design

Decrease primary /teacher/pupil ratio (from the current 1:83 in first cycle and 1:42 in second cycle) to an overall 1:45 by 2015

- • Improve teaching techniques and procedures so pupils acquire desired competencies and values.
- • Develop and strengthen teaching staff competence.
- • Improve the learning environment in schools

- • Establish infrastructures in schools for norms of quality
- • Provide to schools the materials and books demanded by the curriculum
- • Equip schools with appropriate and sufficient teaching material.
- • Sensitize parents, communities on the good health of students [\[.62\]](#)
- • Ensure that parents play an active role in educational process
- • Rehabilitate the image of the teaching profession
- • Sensitise parents and communities on the required support for teachers.
- • Promote the creation [\[.63\]](#) of saving and credit co-operatives for teachers
- • Re-establish a national system for Monitoring Learning Assessment and [\[.64\]](#) rehabilitate the school inspection service.

10. Objective 7: Prevent propagation and limit the expansion of HIV/AIDS infection within and outside the school environment

10.1. Constraints to developing a HIV/AIDs programme in schools

- • Initially, HIV/AIDS was regarded only as a health problem. Now, it is seen as a socio-economic and psychological problem.
- • Insufficient [\[.65\]](#) trained personnel to deal with the problem in schools.
- • Resources do not arrive in time and co-ordination remains inadequate.

10.2. Strategies to promote a HIV/AIDs programme in schools

- • Co-ordination of all the efforts of the relevant partners
- • Continuous sensitising in schools of teachers, pupils and parents
- • Strengthen awareness of [\[.66\]](#) HIV/AIDS in schools and communities
- • Provide all educators with HIV emergency guidelines and other materials
- • Assistance is necessary from personnel in the provinces to develop a programme [\[.67\]](#)
- • Intensify information and education in classes by training teachers and by [\[.68\]](#) use of the media and anti-AIDS clubs
- • Increase and improve learning and teaching materials on HIV/AIDS.
- • Provide information data on HIV/AID to all levels of local authorities, institutions
- • Change social behaviour of youth and teachers to reduce risk of infection
- • Publish and distribute directives on how to deal with emergency situations [\[.69\]](#)
- • Agree on the code of conduct for the teaching profession, to circulate and apply it.
- • Integrate HIV/AIDS infection data into an improved EMIS system
- • Reactivate anti-AIDS clubs in schools and establish peer education [\[.70\]](#)
- • Expand HIV/AIDS programme in provinces.
- • Develop coherent planning and policy for the programme in schools
- • Undertake assessment of impact of HIV/AIDs on the education sector
- • Enhance sector management capacity for plan implementation through capacity building for HIV/AIDs unit in MINEDUC, and for Heads and Inspectors

- • Integrate Guidance and Counselling services with HIV/AIDS Voluntary Counselling and Testing (VTC) and the overall poverty reduction activities
- • Integrate HIV/AIDS education into the teacher education programme
- • Integrate HIV/AIDS awareness into school Health Education programmes (e.g. as in the Science et Technologie Elementaire programme)

Chapter 7

Implementation Mechanism for the Plan of Action

1. 1. Achievement of the objectives in this Plan of Action will depend on efficient implementation mechanisms and also on effective monitoring and evaluating procedures.
2. 2. In order to provide continuity and such adequate oversight, the key elements of the management structure set up for EFA in 2001 will continue. The National Education Forum will continue to have an overall steering role. It will have a policy and co-ordination function as described in the [\[.71\]](#)Dakar Framework for Action. A main role will be to ensure that the various activities in the Plan of Action contribute to the attainment of the objectives set for EFA in Rwanda. This will entail co-ordination at the national level with representatives from the relevant Ministries, institutions, NGOs, Churches, and those international and national Organisations involved in educational programmes in Rwanda. It will meet regularly, probably monthly, in order to fulfil its role.
3. 3. The existing Secretariat for the Forum is established within the Ministry of Education and located within the Directorate for Pre-primary and Primary Education, at central level. It will continue in its interface role with all the different stakeholders and partners involved in the implementation of the Plan of Action. It will monitor and co-ordinate the implementation activities of the various partners, within the components of the Action Plan for EFA. Modalities for this purpose will be set up. It will also promote general awareness of EFA and the actions being implemented under the Plan.
4. 4. Co-ordination at the provincial level will reflect the decentralisation policy of government. It will be centred on the Education Unit [\[.72\]](#)within the provincial office. This can facilitate the relationship of EFA activities at the provincial level to the overall development policies and strategies for the province.
5. 5. There will be regular collaboration with the National Co-ordinator, to provide the necessary information on the different actions under each EFA goal. The National Co-ordinator and the Secretariat can then harmonise such data, in order to monitor [\[.73\]](#)implementation [\[.74\]](#)at a national level. Monitoring at both national and provincial levels will be based on the measurable indicators and [\[.75\]](#)outputs for each EFA objective, as presented in the plan.

6. 6. In turn, such information and monitoring reports from the National Co-ordinator and the Secretariat will be provided to the National Forum and the concerned ministries. This will allow all of them to be informed regularly as to overall progress in the implementation of the EFA Plan of Action and its objectives.

Part 2

Plan of Action for Implementation

Introduction

Part 2 presents a detailed Implementation Plan for EFA. It is presented according to the seven EFA Objectives, as outlined in Part 1, Chapter 6, viz :

1. 1. Nursery and pre-school education
2. 2. Access and retention in primary education
3. 3. Access to vocational training for out of school youth
4. 4. Literacy for adults and access to basic education
5. 5. Disparities : Access and retention
6. 6. Quality in primary education
7. 7. HIV/AIDS and Health Education

The Plan is presented as a set of seven spreadsheets on pages 59 to 64 – one sheet for each EFA Objective. For each EFA Objective, there is a set of Specific Objectives (corresponding to Strategies). Each Specific Objective will be achieved by a range of Activities. The Activity Descriptions state what is to be done, and also give quantitative indicators, where appropriate. The costs of the Activities are presented within three periods. The actual budget allocation for 2003 is shown in a separate column. The five year ESSP period (2004-08) is shown. The activities and costs for 2004-2008 correspond to the Basic Education Framework of the Education Sector Strategic Plan (ESSP). This is a medium term projection. The longer term projection (2009-15) is also given. These three time frames together reflect the international EFA implementation period.

Costs of the Implementation Plan for EFA

1. 1. Estimated costs for activities reflect the assessment of the thematic groups. Consultations between the relevant ministries and partners have contributed to a realistic understanding of the funding required to achieve the proposed Specific Objectives and implement the associated activities. As far as possible, the calculation of Activity costs has been based on agreed standard unit costs .
2. 2. Page 57 presents a Summary of Costs. This table shows the estimated costs for each EFA Objective, by time period. The relative proportion for an EFA Objective

and its set of activities, in relation to the total for all Objectives within a time period (2003, 2004-08, and 2009-15) is given as a percentage.

3. 3. Projected costs for Sensitisation activities have been consolidated into a single table. This is presented on page 58. The total Sensitisation costs also appear as a line in the Summary of Costs.
4. 4. The final column in the Summary of Costs shows the projected costs for the whole 13 year EFA timeframe (2003-15), by EFA Objective (theme).
5. 5. The Summary of Costs provides an overview of estimated costs and therefore contributes to an understanding of the anticipated investment flows required over the 2003-15 timeframe.

Summary of Costs

The table below shows the estimated cost of implementing the EFA plan. These estimates are based on the best available unit cost data, as at March 2003.

The total estimated cost of the plan is **FRw382,819,140,455**.

EFA Theme	Theme No	Period					
		2003 (Allocation)	%	2004-08 (ESSP)	%	2009-15	
Early Childhood Dev	1	369,723,363	1.63	1,914,235,387	1.47	2,632,861,250	
Access & Retention	2	4,666,855,810	20.56	26,427,164,230	20.30	47,321,108,360	
Vocational Training	3	387,272,801	1.71	1,990,545,449	1.53	2,825,054,250	
Adult Literacy	4	533,862,798	2.35	2,770,117,302	2.13	3,850,692,900	
Disparities	5	28,456,600	0.13	151,750,051	0.12	214,913,349	
Quality	6	2,973,788,989	13.10	15,442,348,916	11.86	22,298,633,650	
HIV/AIDS/Health	7	1,599,021,836	7.05	8,493,381,764	6.52	12,483,112,400	
Teacher salaries		12,100,549,000	53.32	72,866,851,000	55.97	138,148,600,000	
Sensitisation		35,340,399	0.16	139,720,401	0.11	153,178,200	
Total		22,694,871,596	100.00	130,196,114,500	100.00	229,928,154,359	100.00

This projection for six categories of provincial level consumption four are for national

The frequencies of the projected over the three implem

Un

Education for All : Projected Costs of Sensitisation activities					
<i>Activity</i>	<i>Period</i>	<i>Quantity</i>	<i>Unit cost</i>	<i>Cost for activity</i>	<i>Total for 12 Prov.</i>
Meeting (Prov. Level)	2003	3	2,800,000	8,400,000	
	2004-2008	12	2,800,000	33,600,000	
	2009-2015	21	2,800,000	58,800,000	
					100,800,000
Seminars (Prov. Level)	2003	3	5,863,750	17,591,250	
	2004-2008	12	5,863,750	70,365,000	
	2009-2015	21	5,863,750	123,138,750	
					211,095,000
Composition /presentation (for broadcast)	2003	1	150,000	150,000	
	2004-2008	3	150,000	450,000	
	2009-2015	5	150,000	750,000	
					1,350,000
Radio slot (2 minutes)	2003	1	36,000	36,000	
	2004-2008	3	36,000	108,000	
	2009-2015	5	36,000	180,000	
					324,000
TV slot	2003	1	30,000	30,000	
	2004-2008	3	30,000	90,000	
	2009-2015	5	30,000	150,000	
					270,000
Press (4 times per year)	2003	3	400,000	1,200,000	
	2004-2008	12	400,000	4,800,000	
	2009-2015	21	400,000	8,400,000	
					14,400,000
				TOTAL	328,239,000

