

REPUBLIC OF RWANDA



MINISTRY OF EDUCATION

MINEDUC Strategic Issues Paper

1) Introduction

This Strategic Issues Paper gives the background and justification to MINEDUC's MTEF 2003-2005 (budget). It provides an overview of the main current policy issues, shows what the priority areas are, and therefore will help MINEDUC to plan and budget more strategically, as well as providing a verbal overview of where money is being spent.

2) Mission Statement

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 mission of MINEDUC is to combat ignorance and illiteracy and to provide human resources useful for the socio-economic development of Rwanda through the education system.

MINEDUC provides its services for all Rwandese or Rwandese residents through the following principal activities:

- Definition of education policy and coordination of its implementation
- Creation, management, monitoring and evaluation of the internal and external structures of MINEDUC
- Promotion of science and technology

For its activities, the Ministry is guided by the values of access for all, provision of quality education and training services, and equity in terms of gender, geographical location and other ways.

3) Strategic Overview and Key Policy Objectives

3.1 Policy Overview: Global Picture

The Ministry has committed itself to achieving certain International Development Targets (IDTs), notably Universal Primary Education (UPE) by 2010 and Education for All (EFA) by 2015, with special attention on girls' education. Rwanda's long-term Vision 2020 puts a particular focus on the teaching of Science, Technology and ICT to achieve the country's vision of becoming a regional telecommunications hub by the year 2020. Higher education will continue to be promoted and expanded, but encouraging the use of private financing wherever possible. In 2002, cost-sharing was introduced making students bear more responsibility for the direct costs of their studies by means of a deferred loan, paid back when students gain employment and their income reaches a pre-agreed level.

3.2 Major Policy Objectives

Programme 1: Pre-Primary and Primary Education

Objective: To increase access from current (2002) NER 74% to 83% by 2005 and to improve the quality of Pre-Primary and Primary Education taking into consideration gender disparities in terms of attendance and performance.

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, addressing high dropouts and low performance of girls especially in Science and related subjects.

Programme 3: Higher Education

Objective: To increase access and quality of higher and university education with special measures to facilitate the participation of girls.

Programme 4: Science, Technology and Research

Objective: To promote and support Science, Technology and Research development taking into consideration the present gender imbalances in the study of these subjects.

Programme 5: Institutional Support

Objective: To strengthen the capacity for planning, management, monitoring and evaluation of education using gender disaggregated data.

3.3 Poverty Focus

MINEDUC has a very important role to play in reducing poverty through the provision of basic education to the entire population of Rwanda and to a small number at higher levels of education to produce certain skills and expertise necessary for the socio-economic development of the country. Primary education, through the provision of knowledge, literacy, numeracy and life skills, is known to have positive effects on health, nutrition, fertility and poverty. As more of the population completes primary education and continues with secondary education, young people gain useful vocational, technical, entrepreneurial and life skills. Some of these secondary school leavers will continue to higher education. People who have completed secondary and higher education and have high levels of skills and training can contribute to economic growth in the country which can lead to a further reduction in poverty. All this is true especially when girls are given opportunities.

The key priorities for education outlined in the PRSP include:

- Achieving UPE by 2010 and EFA by 2015 with emphasis on gender equity.
- Improving the quality of education, particularly for girls, 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, especially female teachers, through the new distance learning programme at KIE.
- The construction of more classrooms and schools at primary and secondary levels, including giving special attention to facilities that are gender sensitive, so as to increase access, attendance and performance for both girls and boys.
- Increasing expenditure on laboratory and scientific equipment and the promotion of ICT and Science and Technology teaching, taking into consideration gender imbalances in this field.

- Increasing girls' access, and retention and performance in secondary and higher education.
- Supporting and strengthening anti-AIDS clubs in secondary schools and the provision of gender sensitive educational materials on HIV/AIDS throughout the education system.
- Strengthening monitoring and evaluation mechanisms for a more efficient system based on gender disaggregated indicators.

3.4 Performance Review

- The Net Enrolment Rate (NER) in the Primary sub-sector has slightly increased during the last year from 73.3% to 74.5%. For girls the rate has remained at 74.9%.
- During the same period, there has been a 7.2% increase in primary school enrolments.
- The percentage of qualified primary teachers has increased dramatically from 62.7% 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.
- All statistics concerning retention and quality especially for girls have been worsening in the past three years, but during this year there have been signs of improvement: the repetition rate has fallen from 37.6% to 31.8%. However, the drop-out rate has worsened from 12.8% to 14.2%, with girls' dropouts remaining higher than boys.
- The transition rate from primary to secondary has dropped 5 percentage points 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.
- The percentage of qualified teachers in secondary schools has increased slightly to 52%.
- The proportion of female teachers in secondary schools remains very low compared to that of males, particularly in science and technical subjects.
- The percentage of girls in primary schools is 50.2% of the total school population.
- The percentage of girls in secondary schools is 49.5% of the total school population, though more girls are enrolled in private secondary schools than in state ones, and very few girls have access to scientific and/or technical subjects which offer better employment opportunities.

4) Key Issues/Constraints and the Actions to be Taken

Pre-Primary and Primary Education

Issue/Constraint 1

- Whilst access to primary education has been increasing in recent years, many pupils are still dropping out of the system or repeating, particularly girls. Hence retention and quality are key issues to be addressed.

Actions:

- Remedial classes will be offered to girls in P6 to help them be better prepared for national exams.
- A textbook policy has been approved and is currently being implemented. DFID, the French Cooperation, the Germans, the Belgian Cooperation, the World Bank and the ADB are all providing support for curriculum development and the purchase of books. This has been matched by an increase in the 2002 recurrent budget for the revision of

curriculum and the purchase of textbooks. This focus will need to continue in the 2003-2005 MTEF. Specific measures shall be undertaken to ensure that the curriculum is free from gender stereotypes and any other form of disparity.

- Primary teacher training needs expanding numerically (if the practice of double shifting is to be reduced), and unqualified teachers need upgrading through in-service training. This will require an increased budget so that the education system can reduce drop-out and repetition, and increase retention.

Issue/Constraint 2

- Presently, there is not enough space to accommodate all primary-age children in primary schools. Hence, more schools and classrooms need to be built.

Action:

- Some classrooms and schools are being built under the World Bank Human Resources Development Project and under ADB Education III project. However, more schools will be needed taking into consideration the expected growth in the school-age population. In addition to development projects some extra resources from the recurrent budget will be needed for this construction and rehabilitation.

Issue/Constraint 3

- The HIV/AIDS pandemic threatens to have a negative impact on teacher and pupil morbidity and mortality in coming years.

Actions:

- More teachers need to be trained in HIV/AIDS education and associated skills such as counselling, with an emphasis on the gender dimension of the disease..
- MINEDUC will oversee the printing and distribution of HIV/AIDS educational materials currently being piloted. Both of these activities will require new financing in the 2003-2005 MTEF, as the sub-programme of HIV/AIDS education has not received recurrent funding in the last financial year.

Issue/Constraint 4

- Access to pre-primary is still limited because pre-primary education is almost private. Parents cannot afford the cost of building schools, paying teachers and buying necessary teaching aids.

Actions:

- Have pilot pre-primary schools in each Province supported by the government.
- Help parents who want to start schools.

Issue/Constraint 5

- Children with different disabilities are underrepresented in schools because there are few specialised schools in the country.

Actions:

- Sensitisation of teachers and parents.
- Encourage integration of children with special needs into mainstream schools.
- Build special schools for those children who cannot be mainstreamed.

Issue/Constraint 6

- Children need to be aware of ICT from an early age.

Actions:

- Computers to be distributed in primary schools where possible.
- Teachers to be trained in ICT.

Issue/Constraint 7

- A study conducted in 2000 by MIGEPROFE shows that 42.7% of people interviewed still believe that in the case of financial difficulties, they would choose to send boys to school while girls would remain at home assisting their mothers.

Action:

- Sensitisation of families, communities and teachers to help all Rwandese see the importance of girls' education.

Secondary Education

Issue/Constraint 1

- Successful implementation of UPE will increase the demand for Secondary Education both in terms of space and teachers.

Actions:

- More secondary schools will be needed as the construction currently happening under the World Bank Human Resource Development Project and under the ADB Emergency Projects is not enough to meet the classrooms required at secondary level.
- The Government, with the assistance of DFID, USAID, the World Bank and the ADB, has set up a distance training programme for secondary teachers at KIE. This will upgrade the qualifications of existing unqualified teachers and increase the number of newly qualified teachers over the next few years.

Issue/Constraint 2

- Secondary Education needs to prepare pupils for Technical and Vocational as well as General Education at Upper Secondary Level.

Actions:

- A three-year curriculum review is just beginning. There is a need to make it gender sensitive. Increased spending will be needed on curriculum development and textbook provision at secondary level which is shown in the increased financial commitment to this sub-programme for 2003.
- These schools need training equipment to ensure practical skills. As much of this equipment is expensive, there is need for extra financial resources for this area.

Issue/Constraint 3

- ICT teaching at secondary education is an immediate priority to prepare the required ICT human resources required in the country.

Actions:

- Computers should be provided in as many secondary schools as possible.
- A special programme to obtain a critical mass of teachers to teach in these secondary schools will be undertaken.
- ICT curriculum will be developed and adapted.

Issue/Constraint 4

- Fighting the HIV/AIDS pandemic through education is a key national priority in the PRSP.

Actions:

- Anti-AIDS clubs in secondary schools need strengthening and providing with more educational resources.
- Teachers and peer educators need to be trained in HIV/AIDS education and associated skills such as counselling in a manner that emphasises gender responsive methodologies.

Issue/Constraint 5

- There are critical disparities between boys and girls performance in government subsidised secondary schools. Girls are concentrated in non-technical and non-scientific streams and often in poorly equipped and staffed private schools.

Actions:

- The reasons for disparities must be seriously analysed. There are plans to improve the learning environment for girls by providing boarding facilities and separate toilet facilities, in order to take account of their specific needs.
- Girls will continue to be encouraged to take more technical and scientific subjects.

Higher Education

Issue/Constraint 1

- Higher education in Rwanda is still quite new as many of the higher learning institutions are just starting and certain departments necessary in the economy are still to be established.

Actions:

- Existing physical facilities should be used optimally and required facilities for new crucial departments be funded.
- Curriculum and teaching methodologies need to be reviewed to ensure practical and entrepreneurial skills.
- Private higher learning institutions need to be supported.

Issue/Constraint 2

- Due to genocide legacy, Rwanda had to employ many expatriate lectures at higher education level. This is very expensive.

Action:

- A local staff development programme is crucial for higher learning institutions to develop showing "exit strategies" where local staff will replace expatriates.

Issue/Constraint 3

- Higher education establishments are being encouraged to increase efficiency and effectiveness.

Actions:

- Each higher learning institution should have a strategy to ensure efficiency and effectiveness including an income generation strategy to support government funding.
- A cost-sharing scheme was introduced in 2002 where students are being given a loan of 25,000 FRW. Loans will remain at this level in 2003 whilst further measures to make cost sharing policy more efficient and effective are being discussed in MINEDUC.
- Higher Education departments shall be restructured, including the setting up of a new Student Financing Agency to manage all issues related to the new cost sharing scheme.

Science, Technology and Research

Issue/Constraint 1

- Following Vision 2020 and the PRSP, the teaching of Science, Technology and ICT will become a key priority during the next few years.

Actions:

- MINEDUC needs to specify the place of ICT, Science and Technology in the curricula, and put in place a mechanism for the training of Science and Technology teachers.
- There will need to be an increase in the budget for equipment and laboratory materials in schools and higher learning institutions so that teaching will be practical, not just theoretical.

Issue/Constraint 2

- A framework is needed to increase the co-ordination and promotion of Scientific Research (the National Academy and the Council).

Actions:

- To put in place:
 - a National Academy of Science
 - a National Council of Scientific and Technology Research
 - a National Research Fund
- To prepare a national policy and national plan for Science, Technology and Research.
- To motivate Scientists, Researchers and Technicians by providing facilities, equipment and an appropriate framework for research work.

Institutional Support

Issue/Constraint 1

- Many MINEDUC staff lack the relevant training needed for their jobs. More capacity development is needed at central and decentralised levels, taking into consideration gender disparities.

Actions:

- MINEDUC is finalising a Capacity Development Plan which will be the basis for all future training funded by the Government and by Donors.
- Several donors are financially supporting capacity development through the provision of technical assistance. Training programmes for MINEDUC staff need to be a top priority so that local staff can take over the work being done by Technical Assistants.
- Measures should be taken to ensure gender equity in recruitment and promotion of educational managers including head teachers.

Issue/Constraint 2

- A Sector Wide Approach is being adopted in planning and management of the system. This will include an effective Education Management Information System (EMIS) and proper monitoring and evaluation.

Actions:

- Important institutions of planning and management of the education system have recently been established such as the National Examinations Council, General Inspectorate of Education and the National Curriculum Development Centre. These institutions and the Department of Planning and Research will be strengthened.
- MINEDUC shall work very closely with decentralised services which will require effective communication facilities such as transport and e-mail facilities.
- Information management has been started through a computer database, computer networking and a Geographical Information System (GIS). All of this shall be strengthened and all data will be desegregated by gender and geographical region for use in policy decisions.
- Studies in critical areas in education and science and technology shall be undertaken.

- Financial monitoring of the recurrent budget started in 2002 and will continue. Performance and physical monitoring of both recurrent and development expenditure shall be strengthened.
- Co-ordination of all partners in education will be strengthened.

5) Strategic Linkages Within the Sector

5.1 The Sector Strategy Process

Currently, there is one Ministry responsible for formal education (MINEDUC), but other Ministries, development partners and NGOs are also involved in the education sector.

| Lead Ministry | Other Ministries | Development Partners | Main NGOs/CBOs |
|---------------|--|--|--|
| MINEDUC | <ul style="list-style-type: none"> * MINALOC (literacy and decentralised education functions) * MIJESPOC (vocational training) * MINISANTE (partnership in Medical Institutions and programmes on HIV/AIDS in Education) * MIGEPROFE (mainstreaming gender across the education sector) * MINERENA * MINAGRI | <ul style="list-style-type: none"> * World Bank * ADB * DfID * Coopération Française * GTZ * Coopération Belge * European Union * Lux-Development * USAID * SIDA * German Co-operation (Jumelage Rhenanie Palatinat) | <ul style="list-style-type: none"> * Ecolier du monde * Agro-Action Allemande * Ananda Marga * Universal Relief Team * Austrian Help Programme * Christian Aid * Hope and Homes for Children/Rwanda Programme * Norwegian Church Aid * Refugee Trust * Rwanda Aid *Rwandese International Relief Corps * Voluntary Service * Overseas (VSO) * World Vision |

5.2 Linkages Between Agents

The PRSP calls for education to be treated as a sector, and therefore it is important to coordinate the activities of MINEDUC, MIJESPOC, MINALOC, and MIGEPROFE as well as having a clear idea of what assistance development partners, NGOs and local communities are providing in education.

Given that all these different partners are involved in the education sector, the development of a Sector Wide Approach (SWAp) to education which MINEDUC is currently undertaking, offers a way of supporting:

- The sustainability of recurrent cost and counterpart funding of investments
- Coordination and a closer working relationship amongst all actors in the system
- The planning and management of education as a whole sector
- The efficient and effective utilisation of scarce resources
- The promotion of gender equality and equity

| Output | Partners |
|--|--|
| Textbooks will be provided and curricula developed in pre-primary, primary and secondary schools by 2005. | Co-ordination will be needed between MINEDUC, MIJESPOC, the French Co-operation, DFID, ADB, Germany, UNICEF and the World Bank to ensure that curricula is are developed and all government schools receive textbooks. |
| Early child care and development, special needs education, vocational and technical education policies will be prepared between January and August 2003. | Co-ordination will be needed with all Ministries and development partners in education. |
| The quality of technical education will be improved in technical secondary schools in 2003 with special attention on girls. | Co-ordination between MINEDUC, GTZ/ETO, MIJESPOC and MINALOC. |
| The primary, secondary and higher education infrastructure shall be supported. | Co-ordination between MINEDUC, the World Bank, the ADB, the EU, Belgium and UNDP. |
| Education For All (EFA) will be supported and developed. | Co-ordination between MINEDUC, MINALOC, MIJESPOC and all other partners in the Education Sector. |
| Curricula, books and teaching materials on AIDS will be developed for all levels of the educational system by the end of 2003. | MINEDUC in co-operation with UNICEF, the World Bank, DFID, MIJESPOC and MINISANTE. |
| An Education Management Information System including "carte scolaire" shall be strengthened. | MINEDUC in co-operation with the French co-operation, DFID and ADEA. |
| MINEDUC technical staff and managers of education in provinces will be trained. | MINEDUC in conjunction with ADB, UNICEF, the World Bank, DFID, the French Co-operation and MIFOTRA. |
| Computers will be provided in some secondary | MINEDUC in conjunction with the World |

schools and training of teachers in ICT will be undertaken.

Bank, World Links and USAID.