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**Assessment report
and proposal for an education strategy**

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Acronyms

AED	Academy for Educational Development
ALP	Accelerated Learning Program
COE	College of Education
CAPACE	Contextual, Active, Participative, Applicable, Communicative, Experiential VSO
CPD	Continuous Professional Development
DEO	District Education Officer
DfID	Department for International Development UK
EDC	Education Development Center
EFA	Education for All
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
EPDRS	Economic Development Program Poverty Reduction Strategy
ESSP	Education Sector Strategic Plan
FTE	Full Time Equivalent
FTI	Fast Track Initiative
GoR	Government of Rwanda
GER	Gross Enrollment Rate
GTZ	Gesellschaft für Technische Zusammenarbeit Germany_
HLI	Higher Learning Institution
IST	Information Communication Technologies
JICA	Japan International Cooperation Agency Japan
LOI	Language Of Instruction
LTTA	Long Term Technical Assistance
MLA	Measuring Learning Assessment
MINEDUC	Ministry of Education
NCDC	National Curriculum Development Center
NER	Net Enrollment Rate
PIRLS	Progress in International Reading Literacy Study
PMP	Project Management Plan
REC	<i>Rwanda Education Commons</i>
RNEC	Rwanda National Examinations Council
SACMQ	Southern African Consortium for Monitoring in Education Quality
SBS	Sector Budget Support
TIMSS	Trends in International Mathematics and Science Study
TSC	Teacher Service Commission
TTC	Teacher Training College
TVET	Technical and Vocational Education and Training
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
USG	United States Government
VSO	Voluntary Service Overseas UK
WDA	Workforce Development Agency

Executive Summary

USAID/Rwanda has recently received an increase to \$5 million per year for its basic education portfolio. With this increase, USAID/Rwanda will expand its support which has focused on ICT development, youth workforce readiness, and girls' education. Before determining how to invest these new funds, USAID conducted an assessment of the basic education sector in Rwanda and drafted an education strategy to guide its investment decisions. These efforts were conducted from mid-August to mid-October by a team consisting of Dr. Mark Lynd, President of School-to-School International; Molly Brostrom, USAID/Rwanda Education Advisor; and David Rurangirwa, ICT/Education Specialist, USAID/Rwanda. This report presents the results of that assessment upon and the strategy based on these results.

The assessment found that while Rwanda had made extraordinary strides in expanding its education system, limited progress had been made toward improving educational quality. Gaps in the provision of quality education include the poor quality of teaching and learning, underdeveloped teacher preparation systems (both pre-service and in-service), insufficient quantities of instructional materials and the underutilization of materials that do exist, low teacher motivation, difficult conditions of teaching and learning, and challenges related to the transition to English as the language of instruction. The assessment also found gaps at the institutional level, including the lack of a system for measuring learning performance, a still-evolving EMIS, a relatively weak decentralized administrative structure, gaps in workforce education programs for youth, and impending shortfalls in educational funding.

In spite of these challenges, Rwanda has set for itself the ambitious goal of achieving middle income status by the year 2020. To reach this goal, Rwanda intends to develop a knowledge economy – a goal that can only be achieved if Rwanda improves the quality of its education system in the near term. Recognizing this situation, the Ministry of Education (MINEDUC) has turned its attention to improving educational quality as its principle focus of its development strategy as embodied in the Education Sector Strategic Plan (ESSP) for the next five years.

This assessment concluded that USAID's comparative advantage lay in its ability to improve quality by strengthening the foundational skills of literacy and numeracy for boys, girls, and youth. This focus is based on a development hypothesis that the poor quality of instruction is the principal reason for weak educational outcomes, and that support for teaching must therefore be strengthened if learning outcomes are to improve.

The following was identified as the proposed strategic Assistance Objective:

Assistance Objective: Strengthened foundational skills that prepare Rwandan children and youth for participation in a knowledge-based economy

This proposed AO recognizes that a strong foundation in literacy and numeracy will be necessary if Rwandan children are to be able to engage in

higher level learning and critical thinking. This Assistance Objective is supported by two Intermediate Results.

IR 1, **Improved literacy and numeracy outcomes for boys and girls**, focuses on improving the quality of teaching, and improving the availability and use of teaching and learning materials. Important aspects of IR 1 include the introduction of best practices for teaching literacy and numeracy in the early grades, improving the acquisition of English skills, strengthening teacher pre-service and in-service teacher education systems, and increasing teacher motivation.

IR2, **Improved work readiness**, focuses on increased access to learning opportunities and work readiness training for youth, and improved capacity of workforce readiness providers. The IR builds on the work readiness training of USAID/Rwanda's existing Akazi Kanoze program, and proposes an Accelerated Learning Program to provide additional literacy and numeracy support for youth who have not completed primary school.

The AO also includes two cross-cutting Results. The first is **Strengthened MoE capacity**. This cross-cutting Sub-IR introduces a "mixed management model" – one that partners the service delivery model with systems strengthening for sustainability. Through the mixed management model, Long Term Technical Assistance would be provided to the Ministry help it plan and manage activities identified in Results 1 and 2, while at the same time strengthening its internal management processes.

The second cross-cutting Sub-IR, **Improved equity in education**, focuses on strategies for achieving more equitable outcomes in education for girls, low-income children and children living in rural areas. In particular, issues of attendance and performance in reading, math and science will be addressed across these groups with an eye to tracking disparities and identifying strategies for alleviating them.

The paper includes several Annexes, including the Scope of Work for the assessment and strategy consultancy, information on support provided to basic education by Rwanda's education development partners, and current education statistics.

Introduction

Once upon a time, a Ugandan teacher decided to help Rwanda in its transition to English as the medium of instruction. He moved to Rwanda and began teaching in a primary school there. But instead of using the standard “chalk and talk” methods, in which the teacher wrote on the chalkboard and students transferred information to their notebooks, he used games, stories, and hands-on exercises to help his students learn. To develop their critical thinking abilities, he asked them to work in groups, to discuss their ideas, and to present their work to the class.

After several months, the students revolted, saying the teacher was no good and should return to Uganda. The Headmaster of the school agreed, and called upon the Inspector to come and take some action. When the Inspector arrived at the school, he found children engaged in active learning. Seeing this, he turned to the Headmaster and said, “This is not a bad teacher. In fact, this is an excellent teacher. He is helping our children not just learn, but to think and to reason for themselves. He is preparing them for the new Rwanda.”

Because of the Inspector’s intervention, the teacher was asked to stay.

This story, related to us by an Inspector, reveals two important facts about the current state of Rwanda’s education system. First, it shows that old ways of teaching are giving way to new ones. Where teachers previously passed knowledge on to the student to be memorized, they are increasingly using active learning methods to help learners build on what they already know, and to help them develop a deeper understanding of it, before they accept it as their own.

Second, the story illustrates the fact that while some people, like the Inspector, understand the importance of active learning methods to build a knowledge economy, promoting critical thinking, many educators have difficulty applying it in practice. Reasons vary from limited training or motivation to overcrowded classrooms or a lack of instructional materials. Quite often, the reason is as simple as a lack of understanding about how to teach reading and math.

The Ministry of Education (MINEDUC) has highlighted the improvement of educational quality as its main priority for the next five years – a position clearly detailed in the Education Sector Strategic Plan (ESSP) 2010-2015. But how is quality to be improved? Should the focus be on active, child-centered methods or the provision of textbooks? Should teachers be trained in the use of English or the teaching of literacy? Should the focus be placed on pre-primary, primary or secondary?

In response to these questions, USAID initiated an assessment of the basic education sector in Rwanda. Its aim was to identify the best ways it might be able to provide support with increased funding it had recently received. This paper is a summary of that assessment, and proposes a strategy for future USAID investments in basic education in Rwanda. It is hoped that the findings and recommendations contained herein will lead to the kind of improvements in quality sought by the Ministry of Education in order to help

Rwanda develop a knowledge economy. But beyond achieving this goal, it is USAID's hope that by improving educational quality, Rwandan citizens will grow in their ability to seek out information, assess it critically, and use it to build a more just, effective, and prosperous nation that benefits all Rwandans and indeed, its neighbors throughout Africa.

This report is organized in two main parts: a summary of the assessment and the recommended strategy arising out of the assessment. The report concludes with a number of annexes that provide additional references such as the Scope of Work and program carried out for this assignment, and references consulted.

Assessment of basic education in Rwanda

Methodology

The assessment was conducted over a 3-month period by Dr. Mark Lynd, President of School-to-School International, with significant help and support provided by Molly Brostrom USAID/Rwanda Education Advisor, and David Rurangirwa, ICT/Education Specialist, USAID/Rwanda. The assessment was carried out in 3 steps: an initial desk study, a 2-week field visit to Rwanda from Aug. 23 to Sep. 4, 2010, and a period of analysis and writing, leading to the preparation of this document.

The purpose of the assessment was to provide the USAID/Rwanda mission with an appraisal of issues and opportunities in the basic education sector in order to inform the development of an education strategy. The assessment posed 3 key questions and associated sub-questions:¹

1. What are the priorities of the basic education sector in Rwanda?
 - a. What are the priorities of the Government of Rwanda concerning basic education?
 - b. What are the priorities of the USG and USAID in Rwanda concerning basic education?
2. What are the key educational issues in Rwanda's basic education sector?
 - a. What successes has Rwanda experienced?
 - b. What are the biggest problems the sector is facing?
 - c. In which areas is the basic education already receiving support, and what are the gaps?
 - d. What is USAID's comparative advantage?
3. What education strategy should be recommended for USAID/Rwanda?
 - a. What is the development hypothesis?
 - b. What are the gaps and recommendations for a strategic focus?

These questions were used as a framework to organize interviews and analysis of data obtained during the desk study conducted before arriving in

¹ For the complete set of questions upon which these three are based, see the Scope of Work, Annex A.

Rwanda, and interviews conducted while in Rwanda with ministry officials, teachers, parents, students, Headmasters, one principal, MINEDUC officials, and education partners. Observations were also conducted in-country in 2 primary schools, one lycée, one College of Education (COE), one Teacher Training College (TTC), and the Kigali Institute of Education (KIE) (see Annex B for summary of visits and persons contacted). Results of the desk study and in-country visit were summarized and analyzed in consultation with the USAID/Rwanda team and USAID/Washington officers Joe Kitts, Senior Education Advisor with the USAID Africa Bureau, Education Division, and Yolande Miller-Grandvaux, Senior Education Advisor from USAID's EGAT/Office of Education.

Analysis and discussion

This section discusses the priorities of the GoR, the donor community and USAID, a summary of successes already achieved and upon which USAID will seek to build, and an analysis of challenges and problems that threaten to limit the achievement of the GoR's educational goals. Findings are organized around the questions presented in the previous section.

1. What are the priorities of the basic education sector in Rwanda?

1.a. What are the priorities of the Government of Rwanda concerning basic education?

In their broadest terms, the educational priorities of the Government of Rwanda are captured in the vision statement presented in the document *Vision 2020*, which states that

Vision 2020 aspires for Rwanda to become a modern, strong and united nation, proud of its fundamental values, politically stable and without discrimination amongst its citizens... The major aspiration of Vision 2020 is to transform Rwanda's economy into a middle income country.²

This focus on equity and transformation into a middle income country is echoed in the mission statement for the Ministry of Education (MINEDUC) in which it states that:

The mission of the MINEDUC is to transform the Rwandan citizen into skilled human capital for socio-economic development of the country by ensuring equitable access to quality education focusing on combating illiteracy, promotion of science and technology, critical thinking and positive values."³

The GoR has made extraordinary strides toward achieving this vision and mission with a dramatic expansion of the educational system and concomitant attainment of universal access through primary school (see *2.a. Successes* below). Though the GoR still stresses the importance of system expansion at the post-primary level, it has now placed the emphasis for the

² Ministry of Finance and Economic Planning (2000) "Rwanda Vision 2020."

³ Education Sector Strategic Plan for 2010-2015 (ESSP)

next phase of the reform on improving educational quality. The Quality Implementation Working Group (QIWG) of Rwanda defines quality in education as “A quality education is defined as all children leaving school equipped with the skills, knowledge, attitudes and values needed for Rwanda’s economic and social development and for their own further educational and social development” (QIWG Concept Note, September 2010).

The ESSP cites seven priority areas in which the GoR and development partners should focus their efforts to improve educational quality over the next five years. These priorities are consistent with the Millennium Development Goals (MDGs) as well as Rwanda’s Economic Development and Poverty Reduction Strategy (EDPRS) 2008-2012, which also cites the importance of improving both system coverage and quality of basic education. The seven priorities for improving quality are:

1. Improving completion and transition rates whilst reducing drop out and repetition in Basic Education,
2. Ensuring that educational quality continues to improve,
3. Developing a skilled and motivated teaching, training and lecturing workforce,
4. Ensuring that the post-basic education system is better tailored to meet labor market needs,
5. Ensuring equity within all fields and throughout all levels of education and training,
6. Strengthening of education in science and technology, and
7. Strengthening the institutional framework and management capacity for effective delivery of education services at all levels (p. 9).

1.b. What are the priorities of the USG and USAID in Rwanda concerning basic education?

USAID worldwide is committed to strengthening basic education systems in the countries in which the mission has a presence. USAID defines basic education as including

...all program and policy efforts aimed at improving pre-primary education, primary education, secondary education (delivered in formal or non-formal settings), and in programs promoting learning for out-of school youth and adults. Capacity building for teachers, administrators, counselors, and youth workers is included. Basic education includes literacy, numeracy, and other basic skills development for learners. The common thread among these elements is that they help learners gain the general skills and basic knowledge needed to function effectively in all aspects of life. *Clarification of basic education earmark. 12/15/09*

In its most recent Strategic Plan (2004-2009), USAID/Rwanda states that its interest in Rwanda is “to support competency-based education and training programs that focus on the skills and knowledge in health, governance, business, farming, and ICT to expand the number of qualified technicians and skilled personnel to carry out development activities.”⁴ According to this

⁴ Integrated Strategic Plan 2004-2009, p. 9

plan, USAID/Rwanda is also interested in supporting programs with cross-cutting themes for sustainability, including HIV/AIDS, Information Communication Technology (ICT), gender, human capacity development, the environment, and education. Though USAID/Rwanda's Strategic Plan is currently being revised, the mission will continue to maintain a strong interest in supporting basic education in Rwanda. In particular, the Mission Director reaffirmed the mission's strong interest in innovating in the area of ICT in education – even to take risks – in order to play a leadership role in the use of ICT for the development of competencies for a knowledge economy.⁵

2. What are the key educational issues in Rwanda's basic education sector?

This section presents a summary of successes achieved in Rwanda over the last decade and a half, and provides an overview of the challenges and risks that have arisen during this extraordinary period of expansion.

2.a. What successes has Rwanda experienced?

Numerous education actors interviewed for this assessment expressed their satisfaction with the gains made to date in Rwanda. Specifically, when asked “what are you proud of?” they cited system expansion and the achievement of near-100% GER and gender parity; the availability of pedagogical materials and printing capability at the National Curriculum Development Center (NCDC); the introduction of One Laptop Per Child (OLPC); the initiation of an assessment system through the forthcoming Measuring Learning Achievement (MLA) initiative; and the transition to English as the medium of instruction.

For our analysis here, it is important to point out that such comments suggest an understanding of *quality* as a set of *inputs* such as programs, capacity, materials, or equipment provided. Occasionally, the word *quality* was found to refer to *outputs* such as numbers of teachers trained or students transitioning to secondary school. To be sure, both inputs and outputs are necessary elements of system improvement. However, *outcomes* such as student achievement or increased employment are the ultimate indicators of educational quality, and it is precisely outcome indicators that almost never surfaced in interviews or documentary research conducted for this assessment. One reason for this is that, in the main, information based on outcome indicators simply does not exist – a situation to be remedied by initiatives such as the development of a Monitoring of Learning Achievement (MLA) system to be piloted in 2011. But the current lack of data on educational outcomes suggests that any new educational initiatives will be designed on the basis of other less compelling indicators, and that the

⁵ Over the years, USAID has supported a number of IT-related initiatives in Rwanda, including computer science education through EDDI and the Leland Initiative, support for distance learning with the National University of Rwanda (NUR), and support for the development of the Rwanda Education Development Network (REDNET). USAID/Rwanda has also used the GDA approach in a partnership with the NGO World Links, through the Rwanda Alliance for Primary Education Computerizations Project, to provide all Rwandan primary schools with computer hardware and software and develop basic computer literacy. Current efforts are discussed in this paper.

strengthening of systems of educational measurement should be given high priority.

At the same time, if conclusive outcome measures are currently lacking, it must also be said that the sheer rate of expansion of the Rwandan education system and development of its capacity to accommodate both boys and girls has been nothing short of astounding. The following sections discuss this expansion and three important reasons for its success: strong planning and donor coordination, a favorable policy environment, and conditions unique to Rwanda.

2.a.1. The remarkable and rapid growth of the Rwandan economy and the educational system

Economic progress

Since the genocide of 1994, Rwanda has undergone a period of remarkable economic progress and along with it, increased investment in, and expansion of, its public education system. Between 1996 and 2000, Rwanda's real GDP grew at a rate of over 10% annually.⁶ Since 2000, Gross National Income (GNI) per capita has more than doubled from \$222 US to \$453 US (UNdata website).

Education system expansion

As the Rwandan economy has grown, so has the percentage of government expenditure on education increased – from 3.2% of GDP in 1996 to over 5% of GDP in 2009. During that same period, recurrent spending as a percentage of total spending on education (an indicator of a government's commitment to education) grew from 63% to 87%. Over 65% of that sum was spent on basic education⁷, with education share of the national budget reaching 19% (see Table 1 below). And nearly 49% of education spending was invested in primary education, approaching the EFA-FTI indicative benchmark of 50%.⁸

⁶ The current GDP rate of growth is about 4%

⁷ MoE 2010: Appraisal: ESSP 2010-2015.

⁸ Rwanda does, however, continue to allocate an above average amount of public recurrent expenditures on higher education – estimates range from 18-22%.

Table 1: Financing for education

		Actual values				2010	Targets	
		2006	2007	2008	2009		2011/12	2014/15
Resource mobilization	Total education budget as a % of GDP	4.2	5.4	4.4	5.3		6.6	7.3
	Education share of budget (%)	17	17	15	18.7		17.6	18
	Basic education share of education budget %	59	61	63	60.3		66.7	65.7

Sources: MINECOFIN: Finance law and budget execution reports; Rwanda EDPRS Results and Policy Matrix (Common Performance Assessment Framework) 2008-2012, update April 2010; MINEDUC: Indicators in education system, update 2010; Nine years basic education implementation, fast track strategies, draft November 2008; 2008 budget execution report; Education Sector Strategic Plan 2010-2015; MTEF 2009-2012, draft February 2009; Joint Review of the Education Sector 2010; Long Term Strategic Financial Framework 2006-2015.

And Rwanda's education system has expanded, particularly in the area of provision of basic education. Through the 1990s and early 2000s, government support for public education was already resulting in Gross Enrollment Rates (GER) of above 120%. Then in February 2006, the government passed the Nine-Year Basic Education Policy ("9YBE"), a policy of that guaranteed all Rwandan children fee-free education for the first 9 years of schooling – i.e., from P1 to S3.⁹ This policy accelerated primary enrolment even further. In 2009, the GER reached 128% and the Net Enrolment Rate (NER) 93% (92% for boys, 94% for girls). This expansion was due to the abolition of primary school fees in 2003 and lower secondary fees in 2007, later enshrined in 9YBE.

Along with expansion, there have been some notable improvements in quality. From 1999 to 2008, the percentage of qualified primary school teachers increased from 49% to 99%. Additionally, end-of-primary (P6) completion rates almost doubled over the last seven years, rising from 43 % in 2002 to 75% in 2009, with girls' primary school completion rate (78%) exceeding that of boys' (71%). Perhaps the biggest improvement was seen in the transition rate from primary to lower secondary ("tronc commun"), from 38% to 95% between 1999 and 2009, with near-parity in boys' and girls' transition rates (96% and 94% respectively).

Though Rwanda has reached gender parity in terms of boys' and girls' enrollment in primary education, gender parity begins to decline at the *tronc commun* and upper secondary levels, although the 9YBE expansion appears to be improving this. System expansion has also strained the education system: pupil teacher ratios have increased to 68:1, a trend that is likely to continue in the near term.

"Cocktail of reforms": a system transformed

This rapid expansion has both occasioned and necessitated the rapid development of a number of other reforms in order to organize instruction and accommodate the new influx of students. What one development partner called a "cocktail of reforms" was carried out – in a single year's time. These reforms include:

⁹ According to reports, this policy will be extended to the 12th year of school, or S6, next year.

- *Primary school teacher specialization* (subject teaching rather than classroom teaching)
- *Double shifting*: instituted to accommodate the increase in the number of students attending school
- *Curriculum reduction*: the number of subjects at the primary level was reduced from 5 to 4, the number of contact hours reduced from 40 to 24 hours per week
- *Elimination of the P6 exam* as a requirement for entrance into lower secondary
- *Classroom construction* in which donors collaborated with community members, police, government workers, even prisoners recruited to build over 3,000 classrooms to accommodate the flow to lower secondary. Between September 2009 and January 2010, an astonishing 3,076 classrooms were built!

In addition to this cocktail of reforms, a staggering number of administrative structures have been created or initiated, most over the last 10 years, including

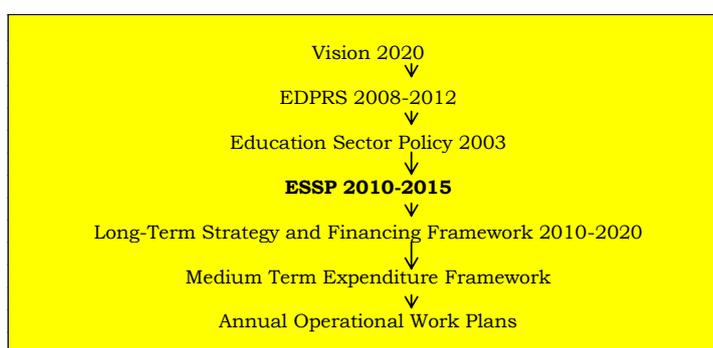
- The Teacher Service Commission (TSC)
- The Rwanda Education Board, which will include NCDC, TSC, the Inspectorate and RNEC (awaiting Cabinet approval)
- 11 Teacher Training Colleges (preparing teachers for the primary level)
- 2 Colleges of Education (preparing teachers for lower secondary)
- The Kigali Institute of Education (preparing teachers for the upper secondary)
- The Inspectorate and
- Sector offices, or sub-units of the District Education Offices (DEOs) created to support the DEOs and the Inspectorate.

2.a.2. Strong planning and donor coordination

Comprehensive planning and policy environment

As in other countries, Rwanda uses a sequence of steps to develop its annual plan. At each step, documents are produced that draw on the principles of international agreements and conventions such as the agreement on Education for All (EFA) (1990/Jomtien and 2000/Dakar), and the Millennium Development Goals (MDG). Unique in this author's experience is not this process, but the clarity with which this it is laid out in official planning documents, as well as the level of detail and careful thought contained in these documents, especially the ESSP, and the implementation documents that build on it (See Figure 1). Interviewees routinely referred to these documents in discussions conducted for this analysis, indicating that these

Figure 1: Guiding documents



Source: Education Sector Strategic Plan 2010 – 2015: Final Draft for Appraisal. June 2010

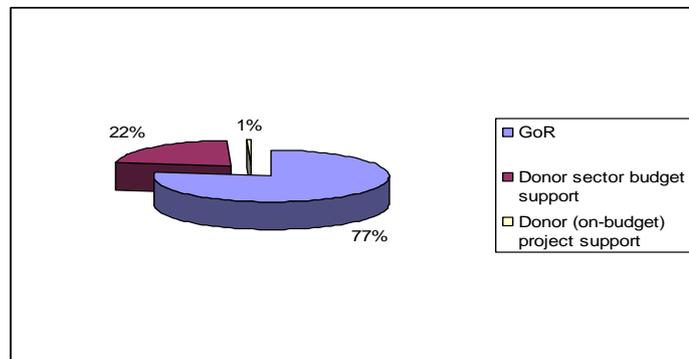
are living documents upon which partners base strategic decisions and from which they draw guidance.

Donor coordination

Rwanda's education sector enjoys strong donor coordination of programs aligned with Ministry and government priorities. The education sector was the first sector to develop a Sector-Wide Approach (SWAP) involving all partners in the allocation of responsibilities based on a broad sector plan, with a clear division of roles and shared responsibility for outcomes. DFID is the lead agency, with UNICEF

sharing the lead while coordinating donor input for the Quality Implementation Working Group. GTZ is the lead partner for the Technical and Vocational Education and Training (TVET) Working Group. Numerous audits have demonstrated the soundness of the GoR's and MINEDUC's fiscal practices, as well as a shared commitment to the Paris Declaration. As a result, the donor community has signaled its confidence in the Ministry's fiscal capacity, and signed a Memorandum of Understanding with the GoR indicating its intent to prioritize budgetary support, which now constitutes practically all of donor support and 22% of all education funds (see Figure 2). To ensure collaborative decision making for this support, the donors use a number of mechanisms such as the annual meetings of the Joint Review of the Education Sector (JRES) and ongoing renewal of the 3-year National Implementation Framework (NIF) – a tool developed collaboratively between the donor community and the MINEDUC that translates the ESSP into specific program deliverables and budgets.

Figure 2: Education resources by type of support



Source: ESSP 2010 - 2015

2.a.3. Favorable policy environment

Rwanda's cooperative and energetic environment has produced a large number of policies over a relatively short period of time, including:

- The Girls' Education Policy (2008)
- The Higher Education Policy (2008)
- The Science, Technology and Innovation Policy (2006)
- The Special Needs Education Policy (2007)
- The Teacher Development and Management Policy (initiated in 2007; not yet finalized)
- The Technical and Vocational Education and Training (TVET) Policy (2008)
- The Education Quality Standards (2008)
- ICT in Education Policy (December 2008)
- The Textbook Procurement and Distribution Policy (2009)

This last policy provides one of the best examples of how effective collaboration between the MINEDUC and the donor community can lead to meaningful improvement in the delivery of education. Supported by the Belgian Technical Corporation (BTC) and the World Bank, the Textbook Procurement and Distribution Policy revises the previous system in which textbooks were provided through the National Curriculum Development Center (NCDC), often sourced from a limited number of publishers. This old system, viewed by many as top-down and monopolistic, was replaced by the new policy in which a range of textbook titles are submitted on a competitive basis for evaluation based on an internationally accepted textbook evaluation criteria. NCDC then assembles the selected textbooks in an “approved” list of books which can be selected at the school level – 4 titles per subject per grade at all grade levels, plus a variety of supplementary materials, including reading books, dictionaries, atlases, wall charts, grammar books, story anthologies, etc. Once selected, publishers must deliver books to the school before being paid. It is believed that this is the largest bid opportunity for learning and teaching materials currently in process anywhere in Africa and one of the largest anywhere in Africa in recent years.

2.a.4. Favorable context

While the impressive gains cited above can be attributed to concerted efforts made by the GoR and its development partners in recent years, some progress is probably attributable to conditions that have made these gains possible. These include low levels of corruption, a cooperative teacher force, and geographic and linguistic advantages favoring the introduction of innovations on a national scale.

Low to moderate corruption

According to a recent Fiduciary Risk Assessment carried out by DfID and FTI, Rwandan oversight institutions have taken great strides in fighting corruption, including actions taken against individuals in the education sector. The decentralization program has also empowered local residents to report corrupt activities to higher authorities. Findings such as these led to the conclusion that the education sector overall risk assessment is judged to be low to moderate, “with a positive trajectory of change which is underpinned by a credible program for Public Finance Management reforms and a supportive institutional/political context for such reforms.”¹⁰

Cooperative teacher force

Given poor pay, difficult working and living conditions and limited opportunities for professional development, teacher commitment in Rwanda is higher than might be expected. As has been pointed out in other reports, committed teachers are working hard for very little, and most reportedly do not seek second jobs. For the most part, teachers are compliant with government directives. When double shifting was instituted, some were asked to work increased hours, which they did without resistance. Similarly, when the language of instruction shifted to English last year, most teachers expressed support for the government policy and are now quickly attempting

¹⁰ Ministry of Education. (2010) Appraisal: Education Sector Strategic Plan (ESSP) 2010-2015. July.

to adapt. Perhaps because there is no teacher's union, there are no teachers' strikes. In fact, civil society in the area of education appears to be underdeveloped in Rwanda relative to other countries, or to other sectors – for example, the health sector reportedly has more civil society organizations. While some problems have been reported concerning teacher absenteeism (see *Teacher motivation* below), relative to other countries, Rwandan teachers appear to be prepared to continue working under the conditions they are given – at least for now.

Geographic and linguistic advantages

Rwanda, a small country of approximately 10 million people, is the most densely populated in Africa. This fact poses certain challenges. For example, virtually all of rural Rwanda is farmland, rendering any future agricultural expansion unlikely. However, some of Rwanda's features hold a number of advantages for the education sector. First, because of its size, almost all of its 2,300 primary schools and 600 secondary schools can be reached within a 2-3 hour drive from the capital – an advantage for any group trying to implement an educational innovation on a regional or national scale. Second, because of its size, media coverage such as radio easily reaches the entire country, presenting an opportunity for any potential multimedia initiative.¹¹ Third, all Rwandans reportedly speak Kinyarwanda as their mother tongue – a boon to any initiative building on knowledge of local language to build literacy and numeracy skills – for example, using Kinyarwanda as the medium of instruction for the early primary grades.¹²

2.b. What are the biggest problems the sector is facing?

When asked to name the biggest impediments to educational quality in Rwanda, interviewees most often cited limited teacher skills, rote learning, and weak English language skills. Each of these challenges is treated separately elsewhere in this paper. Additionally, a number of other issues were cited by interviewees or identified in reports. These include issues related to teacher development and support, instructional materials and technology, support for particular populations, information management, and larger financial and systems management issues. Each of these will be discussed in turn.

2.b.1. Teacher development and support

Initial teacher education (pre-service)

The current pre-service teacher education system of Teacher Training Colleges (TTCs) and Colleges of Education (COEs) came into being over the

¹¹ Radio provides a good example of the opportunities of using media for education. Sixteen radio stations currently exist – five controlled by the government, seven private stations in Kigali and four community radio stations in the provinces. Another three are expected to be established in the next few months. In all, radio listenership in Rwanda is approximately 99%.

¹² The use of Kinyarwanda as the medium of instruction (MOI) from P1-3 with a transition to French in P4 was previously the official language policy. However, when the MOI recently switched to English, the decision was made to begin English in P1. Recognizing that this would contradict best practices of starting primary school in local language, a proposal is currently before Cabinet to re-institute Kinyarwanda as the MOI from P1-3 with a transition to English in P4.

last 15 years.¹³ While much progress has been made, several aspects of the teacher education system are still in their nascent stages. One concern is the status of the teacher education curriculum. Our assessment found that in the main, the curriculum consisted principally of content.

- *Curriculum:* The language curriculum listed grammar points and vocabulary words without also providing guidance on pedagogical practices such as methods for teaching of literacy or numeracy in the early grades or using continuous assessment strategies.
- *Staff development:* A second challenge for the Rwandan teacher education system is the quality of instructional practices in the colleges. Though the term “child-centered methods” is repeatedly invoked by TTC teachers and officials, teachers still frequently lecture students seated in rows. In one instance, we observed a teacher presenting data analysis techniques for educational economics – a subject that his students were not even expected to teach! Most TTC teachers reportedly have no experience teaching in primary schools. Only a handful of TTC teachers have post-graduate teaching qualifications, and most have received little or no specialized training to be teacher educators.
- *Materials and equipment:* A third challenge is the insufficient supply or use of materials and equipment for the delivery of quality teacher education. In one observation, materials available at the TTC were all in French, though English is the medium of instruction from P4 on and should therefore be mastered by all prospective teachers.¹⁴ In that same TTC, many students had no textbooks, so they were obliged to copy lessons from the blackboard to their notebooks, resulting in a loss of about half of their instructional time. In some TTCs, computers and ICT equipment have been provided by the Ministry, UNICEF and other partners but many computers reportedly sit idle due to a lack of power, maintenance or qualified personnel to use them for instructional purposes.

In response to these problems, numerous education partners are providing support to the TTCs and COEs. VSO & UNICEF recently organized a study tour to North Vietnam to look at the BTC Project in 10 TTCs with a focus on teaching methods and how to improve instruction at the TTCs and COEs. UNICEF is providing computers and materials and VSO is providing volunteers to TTCs through its CAPACE program (see below). Next year, two Peace Corps Volunteers will be assigned to TTCs. Recently, several programs have been initiated to provide training in the TTCs. Of particular note is a substantial teacher educator program called Contextual, Active, Participative, Applicable, Communicative, Experiential (CAPACE) sponsored by VSO. Through CAPACE, volunteers will be provided to all the TTCs in Rwanda to ensure effective use of child-centered methods in their teacher

¹³ Before that, teachers were trained as a stream in secondary school. The TTCs are still structured to deliver parallel instruction in upper secondary education and teacher training, though the plan is to phase this model out.

¹⁴ The English proficiency levels of 200 TTCs teachers were assessed in 2008 by MINEDUC. Only 19% attained the ‘upper’ or ‘intermediate’ levels and over half were rated as being at ‘beginner’ or ‘elementary’ levels. Over half of the primary school head teacher respondents in the 2009 teacher utilization survey mentioned poor English and, to a lesser extent, French language as the main weaknesses of TTC graduates.

training for pre-service teachers. CAPACE will also provide facilities in each TTC for training of in-service teachers in child-centered methods.¹⁵

In-service teacher education and Continuous Professional Development

If initial teacher education programs suffer from insufficient curriculum, staff qualifications, and underutilized materials and equipment, in-service teacher education programs do not exist at all. The only in-service received by teachers is ad hoc, one-off training with no follow-up or link to professional development programs. Moreover, no system currently exists to link preservice to in-service training, either at the level of curriculum (e.g., a progression of knowledge and skills throughout one's career) or at the level of delivery mechanisms (e.g., using TTCs to deploy in-service training).

Yet there is a critical need for systematic in-service teacher training, or CPD, for several reasons.¹⁶ First, Rwanda's teacher force is relatively inexperienced: 40% of all teachers at both primary and secondary levels have less than 5 years of experience. Second, the recent institution of subject specialization at the primary level will undoubtedly compromise quality if teachers are not properly prepared to teach their assigned subjects. Third, as noted above, teachers lack critical pedagogical skills, especially best practices approaches to teaching literacy and numeracy in the early grades. Fourth, CPD is a powerful motivator, both for personal satisfaction and for increasing professional opportunities. And finally, professional development is a necessary feature of any profession. Advancing professional development improves both knowledge and practice – a key to the evolution of all professions and the improvement of systems they are designed to support.

The Ministry recognizes the urgency of this need, as reflected in the recommendations for concrete reforms made at the the 2010 Teacher Education Summit and the evolving Teacher Development and Management Policy. In the most recent JRES meeting, the director of the TSC acknowledged the urgent need to develop a system for CPD, prioritizing the development of a TDM strategic plan, a CPD plan, a comprehensive resource plan, and a Monitoring and Evaluation Framework (JRES PowerPoint presentation, October 2010). The Teacher Service Commission has developed a list of “21 Action Points” to implement these reforms (see Annex D). Several NGOs, (including VSO, IEE, and Wellspring Academy), have recently begun working with the TSC to develop a curriculum framework for in-service teacher education. And models for in-service teacher education have begun to

Teacher education partners

- **British Council:** TA and resources to REAP
- **Commonwealth of Learning:** Extending CFS approach to teacher training
- **JICA:** Managing a regional INSET SMASSE programme
- **Peace Corps:** Supplying English teaching volunteers
- **VVOB:** Providing school management training
- **VSO:** Providing education volunteers; supporting REAP; strengthening teacher resource centres
- **UNICEF:** Leading CFS initiative; supporting primary teacher training
- **Other INSET partners** include *Wellspring Foundation, International Education Exchange and Hope Rwanda*

¹⁵ CAPACE will also provide a fully-functional teacher resource center in each TTC which will ensure both pre-service and in-service teachers are able to access child centered materials and learn how they can be made and applied in the classroom.

¹⁶ In-service teacher education is often defined as professional upgrading leading to higher certification, whereas CPD often refers to ongoing support and training without necessarily leading to higher certification. CPD can, however, be linked to pay increments or seniority where professional career structures exist. In this paper, in-service teacher education and CPD are used synonymously.

emerge. For example, Rwanda English in Action Programme (REAP) has successfully trained teachers in the use of English in the classroom,¹⁷ and the British Council has developed an English teacher education program by radio called “Teaching English Radio.” Important lessons can be learned from these initiatives. However, until a structure for Continuous Professional Development (CPD) is developed that rationalizes the progression of training in teaching skills while linking professional development to advancement and job security, teacher education will continue to fall short in preparing Rwanda’s children for participation in a knowledge economy.

Teacher motivation

Most interviewees in this assessment identified teachers as “the weak link in the chain” of educational quality. One of the major reasons cited for this problem was teacher motivation. Though the reasons are many, the issues of salary and class sizes figure prominently. Among a sample of African countries, Rwandan teachers are the lowest paid, yet have the highest class sizes (see Table 2):

Table 2: Pupil to Teacher Ratio and Teacher Salary in Select African Countries,

	Primary		Secondary		
	Pupil to Teacher Ratio	Teacher wage (in GDP per capita)	Tronc Commun Teacher wage (in GDP per capita)	Upper Secondary Teacher wage (in GDP per capita)	Total Pupil to Teacher Ratio (in public schools)
Rwanda (2008)	62-67	2.6	6.4	6.2 (local)	27
Benin	47	3.6	3.0	5.2	25
Burkina Faso	50	5.2	9.3	13.0	30
Burundi	54	7.8	9.3	11.0	19
Eritrea	47	3.9	9.9	11.8	54
Ethiopia	72	6.8	8.1	11.9	50
Ghana	33	4.7	4.7	4.8	19
Kenya	40	5.3	-	10.6	32
Madagascar	48	2.9	4.3	7.7	24
Mozambique	67	5.2	9.4	23.8	36
Niger	40	5.5	9.4	10.2	30
Tanzania	52	3.8	5.2	-	29
Uganda	49	3.3	7.4	7.4	21
Sub-sample average	50	4.8	7.2	10.7	31
Rwanda/Sub-sample		0.53	0.83	0.65	
FTI benchmark	40	3.5			

Source: World Bank, 2009. Rwanda. PTR values for Rwanda are based on 2008 MINEDUC School Census.

The problem of low pay and large class sizes is exacerbated by the fact that teachers must work long hours for little recognition, that they occasionally must wait several months to be paid, that their pay is low relative to others with comparable qualifications (see Table 3), that they have had to extend

¹⁷ Training was held for 3-4 weeks over the December/January holidays in the last 3 years. Last year, 52,000 teachers were trained at 150 locations, and the same is expected to take place again this year.

their work day as a result of double shifting, that they lack ongoing professional development opportunities,¹⁸ school based support or a functional career path.

Table 3: Teacher Net Monthly Pay (in RWF) Compared with Other Civil Servants, 2008

GRADE	TEACHER	OTHER
Degree	113,000	200,000
Diploma	89,000	144,000
Certificate	27,012	80,012

Source: MIFOTRA.

Increasingly, research is identifying teacher motivation in Rwanda as a problem. A recent teacher motivation survey revealed that teachers are becoming increasingly concerned about poor job satisfaction and low motivation.¹⁹ Though the effects on the quality of teaching have not been studied, they are most likely negative. Reports of absenteeism are rising: a 2007 “Citizen’s Report Card” exercise also revealed relatively high levels of concern about teacher absenteeism, with 42% of respondents indicating that teachers are only available “sometimes”. Yet surprisingly, the sickness-related absenteeism rate is only around 2.5% at the primary school level, suggesting other reasons for teacher absence (cited in CSR draft 2010). The ESSP indicates that a number of incentive programs will be explored to address this issue, including a bonding scheme for teacher training college graduates, access to open and distance learning, improved salaries and conditions of service, development of computer and ICT skills, additional funding made available to teachers through a co-operative scheme called Umwalimu SACCO, and the development of a decentralized Continuing Professional Development structure both for in-service training and upgrading of practicing teachers.

English as the Medium of Instruction

In 2009, English was declared the Medium of Instruction for all levels of education in Rwanda. Indeed, English is seen not only as the language that can link Rwanda to its English speaking neighbors and an increasingly Anglophone world, but it is the language of the future, the key to a knowledge-based economy where Rwanda will be, in the President’s vision, a hub for the sub-region.

Given the vision of transforming Rwanda into a knowledge-based economy, the excitement around mainstreaming English is understandable, and is receiving substantial support. While teachers are being prepared for the transition, communities are reportedly buying materials for their schools, and teachers are coming from Uganda to fill the teacher gap. As noted above, MINEDUC, with the British Council through the REAP program has provided English training for teachers for the last three years – a process that is likely to be repeated again this year. While little evidence of this training has been reported transferred into the classroom, it is interesting to note that the 2009 exam results did not show a significant drop after the introduction of English.

¹⁸ Only around 10% of teachers in a teacher motivation survey had completed or are were undertaking further studies at the time of the study in order to acquire additional qualifications – a low%age compared to most other African countries. Moreover, only 8% of the surveyed teachers had ever been granted study leave.

¹⁹ Bennell, Paul with Ntagaramba, Johnson. Teacher Motivation and Incentives in Rwanda: A Situational Analysis and Recommended Priority Actions. December 2008.

Though the institution of the English instructional policy has met with broad acceptance and support, it has also created a large problem: quality education is not possible as long as Rwandan teachers are not able to speak English adequately. A survey conducted by the British Council in 2009 found that most teachers do not even have intermediate levels of English. In fact, 85% of primary teachers and 66% of secondary teachers only had beginner, elementary or pre-intermediate levels²⁰ of English.²¹ Moreover, students' own exposure to English was also limited, particularly in rural areas. Teachers and students are therefore confronted with a double challenge of improving teaching and learning while at the same time improving their knowledge of the language through which this is to occur – a daunting challenge for any nation.

2.b.2. Instructional materials and technology

Instructional materials

The Textbook Policy of 2003²² notes that one of the major tasks of the Ministry of Education is to “facilitate universal student access to all textbooks necessary for the study of national curricula, according to stated student to textbook ratios.” Yet since the Textbook Policy was developed, Rwanda's performance with the provision of textbooks has been poor. According to Tony Read, the Director of International Education Partners and frequent consultant to the MINEDUC, a Textbook Summary produced in 2007 found some of the worst teacher/textbook ratios ever found in Africa. Schools nearer district offices had more books than they needed, whereas the rest of the schools had none. High book damage was also found, especially in rural schools. Other studies have found that while some schools lack materials, others have materials, but they are not used. Rather, they stay in boxes in the Headmaster's office, or teachers protect them somewhere in the school, away from their intended users, the pupils. To date, though the targeted pupil to textbook ratio is 1:1 in both primary and secondary, there is still only one textbook for every 3 pupils in primary.

With the new Textbook Procurement and Distribution Policy of 2009 (described above), these ratios will no doubt improve, as will the conditions for selecting books and the possibility that a variety of materials will be made available, for the first time, to all school children. Moreover, as a representative at Macmillan told us, “the future is bright” for publishing in Rwanda. There are now 14 publishers in the country, including Macmillan (the biggest), University Press, Pearson, NK, and Fountain. In 2003, the 30% import duty was waived on paper coming into Rwanda in 2003, thus bringing the country closer to making local publishing cost effective (currently, no books are printed commercially in Rwanda). And efforts such as those of the *New Times*, a newspaper that runs stories and a crossword puzzle on a children's page, point to a growing interest in expanding the reading culture in Rwanda.

Information and Communication Technology:

²⁰ Proficiency levels are based on the Common European Framework for languages.

²¹ Source: Rwanda English in Action Programme (REAP) baseline survey, June-July 2009

²² Ministry of Education, Science, Technology and Scientific Research, 2003. “MINEDUC Textbook Policy.”

If Rwanda is to move toward a knowledge economy, the importance of ICT in reaching this goal is indisputable. Yet little ICT infrastructure currently exists in Rwandan schools, owing largely to limited electricity and land-line telephone connections in rural areas. A high-speed internet backbone is currently being extended throughout Rwanda and is expected to be completed soon, and the Rwanda Development Board (RDB) has built 15 IT centers around the country. The goal is to build 30 such centers, one in each district. Numerous initiatives (described below) are attempting to bring ICT to education in Rwanda through a variety of means, including radio, television, computers, and possibly cell phones. Yet to date, no nationwide models have been developed, and data on the effects of existing ICT approaches on learning outcomes is limited. The Ministry, with the support of the USAID-funded Rwanda Education Commons, recently developed an ICT in Education Policy which establishes goals and a framework for the implementation of ICT in service to education goals. But to date, little planning has been planned and experimentation tends to be ad hoc. The following is a list of some examples of these experimental activities:

- *One Laptop Per Child*: Some interviewees cited OLPC as a source of pride for educational development in Rwanda. In our school visits, we observed teachers using the laptops to access the internet in order to develop lesson plans. One teacher was looking up types of personal pronouns – a lesson he was about to teach. However, we also observed a class of approximately 60 P1 children, each with his/her own laptop, keying in words written on the blackboard in Kinyarwanda – an unusual method for teaching reading, to be sure. The government is reportedly keen to spread OLPC to all schools, with 65,000 OLPCs already purchased and another 35,000 on order, suggesting a high level of interest in this technology.
- *Teacher training by radio*: We listened to a couple programs from the British Council's pilot *Teaching English Radio (TER)*, a radio series consisting of twelve 15-minute programs targeting teachers with large classes and few resources. Content includes language-specific topics such as "teaching listening skills" as well as more general pedagogy such as "making the classroom motivating." Previously aired in Afghanistan, the plan is to adapt TER to local Rwandan conditions. The program is still in its nascent stages, having begun broadcasting only in the last month. Additionally, the program is, to date, "stand alone," with no linkages to other in-service teacher education programs, materials or equipment.
- *REC*: The Rwanda Education Commons (REC) is a USAID-funded project launched in 2009 to help advance the effective use of technology for education in Rwanda (see p. 26 for more details).
- *Waterford Research Institute* has been implementing a pilot project for P1 students in a Kigali school attended primarily by poor children. Waterford provided a server and client work stations on the Intel Classmate Netbook for Children platform, with proprietary software with "adaptive sequencing algorithms" through which students reportedly learn English in 25 minutes a day for 84 days (2,100 minutes) by working on computers at a ratio of 20 children to 1 computer, used in turns throughout the day. The Waterford model has been heavily researched and has shown positive results in the US and Asia. It is now under experimentation in Senegal and Rwanda.

2.b.3. Support for particular populations

Equity issues

While Rwanda has shown significant progress in improving access to education, equitable access to quality education remains a challenge. A study carried out by the Ministry in 2008 found that though girls had initially high enrollment rates, they also had higher dropout and lower attendance rates than boys, especially in food-insecure areas. The Rwanda Education Country Status Report of September 2010 noted that retention in Primary 6 is 9.2 percentage points lower for children living in rural areas compared to their urban peers, and 3.4 percentage points lower for girls compared to boys.

If equity means comparable ability to receive quality education, gender equity has not yet been fully realized. Girls' performance in many subjects, especially science, mathematics and technology, is consistently poorer than that of boys, and girls perform more poorly than boys on national exams. According to the ESSP Appraisal for 2010, of students achieving first division in the P6 national examinations in 2009, 60.7% were boys and only 39.3% were girls, with an even bigger difference found at the S3 national examination level.²³

However, differences according to income and urban/rural status are even greater than gender differences. A 2006 report²⁴ found that rural students were 37% less likely to complete primary school than their urban peers, and that completion was 72 percentage points higher for high income than low income groups. Moreover, these access and completion disparities *increased* as students moved through the education system. Additional research is needed to know the effect 9YBE will have on these patterns. Nevertheless, it seems clear that while girls' access and completion may be mostly resolved, disparities between high and low income students and urban and rural students, and girls from food secure and food insecure areas currently pose the greatest threat to equitable access to quality education.

Some measures are being taken to address girls' achievement levels, including the new Girls' Education Policy of 2009 and the expansion of UNICEF's 'child-friendly' schools approach, which places a large focus on gender equity. UNICEF is also conducting an "equity and inclusion study" with the intention of filling many of the gaps in data and understanding around these areas, and a Girl's Education Task Force is planned at both national and District level to allow the collection and analysis of gender disaggregated performance indicators in order to better understand and appropriately tackle the problems related to gender disparity.

Vulnerable populations

²³ The report also points out how this trend continues after primary school. Male-dominated tracks such as Science and Technology within post-basic education and higher learning institutions (HLIs) tend to be dominated by males, with girls' performance in these areas cited as a concern. Girls are more likely to enroll in private, non-vocationalised HLIs (specialising in law, accountancy, business, secretarial and academic tracks) than in higher status STI and ICT related tracks (p. 15).

²⁴ Cited in Rwanda Country Status Report from September 2010.

The 1994 genocide left Rwanda with a high prevalence of orphans and vulnerable children (OVC) and special needs children. These vulnerable populations constitute approximately 25% of primary school age children (7-12 years old) and 33% of children aged 6-20 years old (ESSP 2010-2015).

The ESSP calls for the participation of all children in nine years quality basic education, including vulnerable children. This mandate is difficult to fulfill with vulnerable children, who often do not go to school or drop out early. A number of efforts are being made to understand this situation. For example, a scoping study of inclusion and equity in the 9-year basic education sector is currently being conducted under the coordination of UNICEF and DfID with financial support from the EFA-FTI EPDF. The study will examine the availability of data on vulnerable populations as well as examining the extent to which a social protection program called VUP-Umurenge²⁵ is able to maintain children in school. At the policy level, requirements for special needs children are addressed in the ESSP. A Special Needs Education Policy was developed in 2007, and the Special Needs Education strategic plan will be ready in 2010 (JRES 2009).

In addition to policies and research, a number of efforts are being made to address the needs of vulnerable populations. The Centres de Formation de Jeunesse supported by the APEFE, provide workplace education opportunities. The Imbutu Foundation, FAWE, and the FARG (Fund for Genocide Survivors) provide school-based services for vulnerable children. Community and charity initiatives and social protection funds have been developed to improve access to school, and the World Food Program sponsors school feeding programs to improve nutrition and attendance. Catholic Relief Services (CRS) provides support for OVC in school, and CRES is working with Catholic Church to provide a peace building, reconciliation and values-based curriculum to schools. The VVOB School Management Program has also been promoting social commitment, solidarity and positive values in schools. And at the Ministry's request, UNICEF is expanding its child-friendly, inclusive education model to all Rwandan schools.

In spite of these numerous initiatives, there is currently no coordinated strategy to address the needs of vulnerable populations. Until such a strategy is developed, efforts to support vulnerable children will continue to be delivered in an inefficient and ad hoc manner, reducing the likelihood of achieving equitable access to quality education for all.

Youth education and workforce development

A large number of school leavers have been insufficiently prepared for the world of work. As a result, Rwanda has been importing personnel from Uganda, Kenya and Tanzania to meet labor needs in four key employment sectors: construction, hospitality & tourism, and agriculture. At the same time, a growing population of Rwandan youth are experiencing difficulty

²⁵ Umurenge is a rural development program which is currently being piloted in 30 of the poorest sectors (*umurenge*) of the country. The program aims to pilot modalities for improving service delivery at local level, especially to help poor people achieve greater access to water, schools, cost effective sanitation and waste management systems health posts or centres, family planning and other social services.

finding work and are increasingly struggling with issues of unemployment, lack of self-esteem, and resulting problems of family discord and drug abuse.

Perhaps the most significant responses to the youth workforce readiness needs were the creation of the Workforce Development Authority (WDA) and the development of the Post Basic Strategy, which includes Technical and Vocational Education and Training. Both are intended to better align the education sector with the needs of the economy. WDA is proposed as a 3-tier system focusing on vocational, technical and polytechnical training to meet the various needs of the employment sector. TVET is a large system of institutions financed by SBS funds, GTZ, JICA, the Netherlands and others to form a bridge to the world of work. The World Bank is also beginning a new project to support WDA's strengthening of the TVET system. This new project will also include a "Catalytic Skills" component to provide support to general education, including teacher training.

Another critical need identified by employers is for "soft" work readiness skills such as communication, work habits, teamwork, and financial literacy. Soft work readiness skills are the focus of the USAID-funded Akazi Kanoze Youth Livelihoods Project targets in its work-readiness training course. Akazi Kanoze works through a network of existing community-based organizations who serve as implementing partners to provide this workforce training to approximately 12,500 youth over a 4-year period. The Work Readiness Curriculum is supplemented by specialized training and services such as entrepreneurship training, savings group development, English instruction and short-term specialization in growing economic sectors identified in collaboration with the private sector.

In its work with youth, Akazi Kanoze has learned that many primary school leavers lack sufficient literacy and numeracy skills to participate in workforce education programs. In the past, the GoR has run "catch-up centers" to address the needs of these populations, providing a route to re-enter the formal school system. Arguing that the 9YBE expansion has removed the need, the Ministry has phased out these centers. UNICEF is planning an assessment of out-of-school youth and the catch-up programs to determine whether this need still exists.

Early Childhood Development

No pre-primary program currently exists in Rwanda. While the ESSP makes substantial references to pre-primary education, including calling for a government model pre-primary school in every sector, no financing has yet been identified and current efforts are scattered, with many private schools filling the gap. There is as yet no Early Childhood Development curriculum (although KIE has begun development of one), and conditions vary from high quality schools to places where parents simply leave their children. While there have been increasing gains made in net enrolment rates at the primary level, net enrolment in ECD remained low at 13.3% in 2008-09.

2.b.4. Information management

EMIS

An Education Management Information System (EMIS) has been developed to collect primary source data relating to all education institutions. It is hoped that this ability to access EMIS data will reduce the need to request information from schools, districts and agencies, and that it will enable schools to measure their performance against other schools, thus facilitating school level planning and prioritizing. Current issues revolve around the lack of verification systems at the data collection stage, data entry issues due to weak infrastructure (computers and electricity), limited data coverage (TVET, technical schools and adult literacy are not yet covered), and limited data analysis and presentation skills.

An action plan has been developed to identify steps towards institutionalizing the system and identifying future training and capacity needs. It is recognized that the Ministry will need to continue to outsource support on certain areas requiring a high level of computer programming skills for at least the next 2-3 years.

Examinations

The Rwandan National Exams Council has the capacity to develop exams for P6, S3 and S6, but has limited capacity for conducting valid and reliable large-scale assessments. For example, RNEC does not have any educational measurement specialists (“psychometricians”) on staff who can ensure proper analysis of test items. To their credit, RNEC has understood the criticism that tests tend to be to memory-based, and have begun phasing in practical items in their exams (i.e., problems to solve). Each year, 10% more of the items will be practical until the exams reach a 50/50 balance.

Efforts to improve the examinations system are also laudatory. Recommendations include greater linkages between exam questions and daily practice of teaching (e.g., sharing items with teachers, encouraging teachers to submit items), and moving toward a more valid and reliable assessment format.

Assessment

Rwanda has historically relied on national examinations as a measure of system performance. However, no national system of assessing student performance currently exists that is consistent with commonly accepted standards of validity and reliability, such as Monitoring Learning Achievement (MLA) exercises carried out in other countries. Nor does Rwanda participate in any international standardized student learning assessments such as SACMEQ. Thus, valid and reliable data on student performance is not available, making it impossible to objectively assess the impact of teaching and learning within Rwanda, or to compare Rwanda’s performance to that of other countries.

For this reason, the ESSP calls for the development of school-based and national assessments of English, Science and Maths (based initially on a grade 3 sample) and developing and implementing a comprehensive MLA to assess the acquisition of skills, attitudes and values and to evaluate the teaching and learning process. With the support of UNESCO, the Ministry is

currently developing this much-needed MLA exercise to be conducted in P3 in language and math for the first time in 2011. USAID will also support the implementation of Early Grade Reading Assessment (EGRA), Early Grade Math Assessment (EGMA), and a Snapshot of School Management Effectiveness in early 2011.

These assessments are important steps toward enabling Rwandan education stakeholders to obtain valid and reliable measures of system performance in order to understand how to improve it. In time, these assessments will prove most effective if ways are found to render the information easy to understand by decision makers, Headmasters, teachers, and parents. These assessments will also become more meaningful if they can be linked to others in the sub-region and, over time, if international standards are included in the development of items for these assessments.

2.b.5. Financial and systems management

As noted above, Rwanda has made great strides in improving its GDP, and it has been successful in attracting external resources to education. From 2005 to 2009, SBS partners and the Fast Track Initiative have contributed approximately \$175 million, with domestic financing matching these funding levels during this period.

Yet in spite of this strong financial picture, Rwanda's domestic revenues are not likely to grow dramatically in the near term, meaning that the country will be required to continue to rely on external support for the foreseeable. Unfortunately, some of this external financing is slated to end in the next year or two as several Sector Budget Support partners shift their support to other sectors – due in part to Government of Rwanda Division of Labor guidelines. Projections suggest that the education financing gap by 2015 could be as high as \$519 million.²⁶ This kind of budget gap constitutes a major problem for the success of Rwanda's education system and the likelihood that ESSP goals and targets can be met. The move away from SBS could also pose a threat to donor projects since education system "maintenance" funding is not sufficient to promote sustainability. This move could create serious problems for the education system, in particular its recurrent budget, 55% of which is financed by SBS.²⁷

Management capacity

While the Ministry is staffed with a number of highly educated and capable individuals, the Ministry's management capacity overall is relatively weak. Reasons include limited staff numbers, high turnover of staff from Minister to teacher levels, weak ability to manage the implementation of the ESSP, and as noted in *EMIS* and *Assessment* above, nascent management information systems. Management capacity issues also vary by specific units within MINEDUC. For example, NCDC has some management capacity, but many curriculum developers are teachers and lack proper training to perform their tasks effectively. Newer units, such as the newly-created

²⁶ FTI country presentation summary note.

²⁷ Richard Arden Presentation to October 2010 Joint Review of the Education Sector: Rwanda education overview of external financing, 2010.

Teacher Service Commission (TSC), has only 9 staff of the projected 30 needed to function as planned.

At the decentralized level, system management is also weak. Most District Education offices have only one District Education Officer (DEO) who is typically overwhelmed with the duties of both administration and pedagogical support, unable to provide both. Similarly, inspectors are not able to reach schools once every two years as currently required. A capacity building pooled fund created by SBS partners has helped provide TA for select efforts yet capacity remains low, in numbers overall and quality at the middle management level.

2. c. What areas in basic education are currently receiving support?

Rwanda's principle partners in basic education are DfID, UNICEF, the World Bank, and now, USAID. The following is a summary of their levels of support and roles they play:

- DfID: With a commitment of \$35 million from 2009/10-2013, DfID is Rwanda's most important partner in basic education. DfID provides Sector Budgetary Support to strengthen systems of planning and finance, to conduct capacity development and sector analyses, and to promote skills development for economic growth. DfID is the chair of the donors' group.
- UNICEF: UNICEF has committed \$21.5 million for the 2009-2013 period to provide Sector Based Support for the expansion of its child-friendly schools model, policy development, equity and girls' education, and support for OVC and children with special needs.
- World Bank: With a contribution of \$3.6 million and the management of the FTI Catalytic Fund, the World Bank is another major basic education partner. However, the World Bank recently shifted its strategy from basic education to providing systemic support for post-basic education, with a comprehensive view of general secondary, TVET and higher education. Support for preparation of this strategy will be provided through the Education Policy Analysis. The strategy is expected to be completed in FY 2010 and a skills development project is expected to follow in FY 2012. The Bank will also continue to administer the Education for All Fast-Track Initiative (FTI) Catalytic Fund grant – a substantial part of the GoR's budget. Through the FTI Catalytic Fund, Rwanda received a \$70 million grant for 2007 and 2008, has since received a "bridge grant" of \$35 million and recently was awarded an additional \$71 million through FTI.
- USAID is currently supporting two basic education projects and phasing out a third:
 - The *Akazi Kanoze/ Youth Livelihoods Project* is a four-year, multi-sectoral funded project to address the needs of Rwanda's significant youth population and those of the labor market by providing out-of-school youth with workforce readiness skills, and connections to employment, self-employment or a return to formal education. Akazi Kanoze is targeting 12,500 youth from ages 14-24 years old with a focus on out-of-school youth. Akazi Kanoze administers its programs through a network of 15 to 20 implementing partners.

- The *Rwanda Education Commons* (REC) is a project that aims to advance the effective use of technology for education in Rwanda through the development of an ICT in education policy and costed strategic implementation plan, the creation of multimedia content for online and offline distribution, and the creation of an online portal to provide connected education stakeholders access to relevant resources and opportunities for discussion and collaboration.
- *The Ambassador Girls Scholarship Program* (currently being phased out) has addressed the constraints to girls' participation, retention and achievement in school by providing scholarships and mentoring services to almost 10,000 vulnerable secondary school students.

With its increase for basic education to \$5 million per year, USAID will join DfID, UNICEF and the World Bank as one of Rwanda's major education partners. Other important donors include GTZ (employment skills), JICA (maths and science education, TVET and ICT capacity development), and the Netherlands (Sector Based Support) (see Annex C for funding levels and areas of support). Several NGOs have a significant role in teacher training, including VSO, IEE, and Wellspring Academy.

Strategy

3. What education strategy should be recommended for USAID/Rwanda?

As noted in the preceding analysis, the current focus of the MINEDUC in the basic education sector is the improvement of quality. In order to consider how to assist the MINEDUC in this effort, this paper first proposes a development hypothesis to identify the nature of the problem concerning the quality of basic education, and the kinds of interventions most likely to resolve this problem. Next, a review of gaps in the system and recommendations for strategic focus are proposed in order to guide the selection of an approach. Based on this analysis, an Assistance Objective and Results are proposed with approaches and possible modalities for an education strategy for USAID/Rwanda. A rationale for this framework is then presented, including references to USAID's common indicators. Finally, using this strategy as a framework, selected inputs are considered for the \$5 million per year ceiling for the USAID basic education budget, resulting in a observations about the scale of a new procurement and a recommended rollout strategy.

3.a. Development hypothesis

In order to know how to achieve quality at the basic education level in Rwanda, it is important to be explicit about the assumptions were are making about the nature of the problem. These assumptions can be stated as a "development hypothesis" which identifies the nature of a problem, its causes and strategies most likely to resolve it. Based on the analysis of the basic education sector as described above, the following development hypothesis is proposed:

Statement of the problem: In spite of impressive gains in providing access to basic education, Rwanda is not sufficiently preparing its children to participate in a knowledge economy. Many children leave primary school without solid literacy and numeracy skills, as well as the capacity to use their knowledge effectively for critical thinking and problem-solving. The main reason for this problem is that teachers are not using instructional methods that develop these core foundational skills because they receive insufficient training and support. As a result, teachers generally lack the skills or motivation required to teach effectively.

Proposed strategy: Rwanda's education system can prepare its children to participate in a knowledge economy if teachers learn to use proven methods for teaching literacy, numeracy, critical thinking, and the use of English throughout the primary cycle, if they receive ongoing support and training to develop these skills, and if they are provided with incentives to improve their performance.

Two main assumptions underpin this development hypothesis: that improving learning outcomes is key to improving quality, and that strengthening the Ministry's management capacity is key to sustaining innovations introduced in this effort.

Why is the problem of learning outcomes being highlighted? To be sure, other critical problems in the system also require attention, including early childhood education, vulnerable populations, increased support for TVET, and the need to strengthen the Ministry's EMIS. Yet the problem of weak learning outcomes emerged as a dominant problem in this analysis for three reasons:

1. Because these particular skills are crucial to building a knowledge economy and thus must be prioritized.
2. Because specific skill areas – literacy, numeracy, and support for English language development in particular – are not supported in any systematic way in the national primary school curriculum, the teacher education curriculum, or the teacher education programs currently in place.
3. Because there is currently no coherent program addressing specific teacher education needs or motivation issues on a system-wide basis.

Why is strengthening Ministry management capacity being highlighted? Over the years, USAID has provided support to partner countries in a variety of ways. At one end of the spectrum is the “project approach” in which USAID contracts directly with a company or organization, usually from outside the target country, to set up the project and deliver results in a relatively short period of time. While this model usually aims to involve the Ministry of Education in a meaningful way, pressures of time and delivery of results can leave the Ministry largely outside the project – in essence, setting up a parallel structure. At the other end of the spectrum, a budgetary support model, which as noted above is used by the majority of funders in Rwanda, involves the donor investing directly into the government or the sector (Sector Based Support). Where conditions permit, as they do in Rwanda, budgetary support is an effective method for building the capacity to deliver basic education. However, for the introduction of innovations or direct efforts

to improve quality, sector support can suffer from longer time horizons and inefficiencies inherent in the system.

A “mixed management” model is therefore proposed in which USAID support would finance direct project support while at the same time providing LTTA to help strengthen Ministry management systems. This approach is crucial for two reasons: first, it is important that the Ministry is an active partner in the initiative, both in order to ensure its relevance and to ensure that at the end of the day, the initiative is not seen as an outsider’s idea that the Ministry never fully supported. Second, while financing direct service delivery, USAID should also support capacity building in the Ministry for both this initiative and the Ministry’s broader educational goals – this in order to ensure sustained capacity to manage this and other initiatives after USAID support has ended.

The strategy that is recommended was further identified on the basis a number of gaps in support that were identified in this analysis. A discussion of these gaps follows.

3.b. Gaps and recommendation for strategic focus

3.b.1. Gaps

The analysis presented in the first section of this paper included a discussion of the priorities of the GoR and USAID. When these priorities are examined vis-à-vis both the biggest problems identified above in improving quality, as well as efforts currently being made by the GoR, USAID, and the development partners to improve quality, several gaps emerge as areas requiring additional support. They are:

1. Pre-primary education
2. Harmonized approach to teaching the foundational skills of early grade literacy and numeracy²⁸
3. Literacy support for out-of-school youth
4. ICT methods that demonstrably improve teaching and learning
5. Information management & system assessment
6. English language reinforcement
7. Support for teacher training, especially in the development of in-service systems and the strengthening of teachers’ abilities to use child-centered methods and cultivate critical thinking
8. Relevant, practical science instruction and provision of instructional materials

Some efforts are currently being made to address several of these gaps. For example, USAID is addressing Gap #4 by supporting REC and seeking improved ways to apply ICT to learning outcomes. The GoR, with support from DfID, is addressing Gap#5 through the development of EMIS systems and strengthening of data collection capacity at the local level. In response to Gap #6, BCT is assisting the MINEDUC with annual face-to-face English training for teachers, and the BBC is conducting market research to explore

²⁸ This gap is consistent with the ESSP’s mandate that “a common literacy approach for lower primary will be adopted supported by class readers and school libraries, with appropriate pre-service and in-service training in the methodology.”

avenues for using other distance modalities such as mobile phones to reinforce English skills in the general population. And in response to Gap #7, numerous partners, including VSO, IEE, and UNICEF, are providing in-service teacher education on varying scales.

Of the gaps identified above, three remain completely unsupported. Pre-primary education (Gap #1) has received no funding to date and no partner has taken the lead, though UNICEF has begun to initiate some efforts in this area. Efforts to harmonize approach to literacy and numeracy instruction (Gap #2) have not been made in a coordinated way by the MINEDUC or development partners to date, though current teacher training and materials provision efforts touch on these areas. And literacy support for out-of school youth (Gap #3) has ended now that the catch-up program has been discontinued.

In response to Gap #1, a prudent course of action for USAID would be to be prepared to support early childhood education once initial efforts and research have been conducted by UNICEF and other partners so that a clear role for USAID might be defined. In response to Gaps #2 and #3, USAID is in a strong position to provide support in these three areas because of its history with literacy and numeracy initiatives throughout the world, and with its work with ICT and youth in Rwanda and elsewhere. Moreover, it is an opportune moment to prioritize the introduction of best practices literacy and numeracy instruction at the primary school level in Rwanda because no education partner has yet taken the lead on this important task, though major partners have noted that if USAID takes the lead, they will provide support.

3.b.2. Recommendations for strategic focus

Based on the arguments put forward above, this analysis concludes that USAID is in a strategic position to make a significant difference in improving the quality of basic education by focusing support in five of the areas cited above:

- Harmonized approach to teaching the foundational skills of early grade literacy and numeracy.
- Literacy support for out-of-school youth
- ICT methods that demonstrably improve teaching and learning
- English language reinforcement
- Support for teacher training, especially in the development of in-service systems and the strengthening of teachers' abilities to use child-centered methods and cultivate critical thinking

An additional issue was identified in this analysis as an important concern – that of teacher motivation. Though it is not listed here as a strategic focus, it should be taken into consideration in the development of any program to improve the quality of teaching and learning.

These strategic focal points capture the key areas in which USAID can make a difference in the improvement of quality of teaching and learning in basic education. This recommendation is made on the basis of three principles:

1. USAID should not base its decision purely on whether a gap exists, but which gaps pose the biggest threat to improving educational quality. Though certain populations or sectors critically need help – e.g., pre-primary education or vulnerable populations – interventions with boys and girls in primary school and out-of-school youth are likely to address a substantial portion of the population where educational quality needs to be improved.
2. USAID should intervene in those parts of the educational system where it is likely to make the biggest impact on improving educational quality. The results of this analysis suggest that there is a critical need to strengthen literacy, numeracy, and English language competency throughout the primary cycle.
3. USAID should take into consideration its strategic advantage. USAID can provide a mix of types of support, including service delivery and capacity building, that is more likely to lead to the effective implementation of innovations and improvements in quality in the short term, rather than providing budgetary support as do other development partners in Rwanda. USAID also has substantial experience supporting the kinds of quality improvement initiatives that could immediately benefit Rwanda, such as early grade literacy and numeracy initiatives and support for management capacity building.

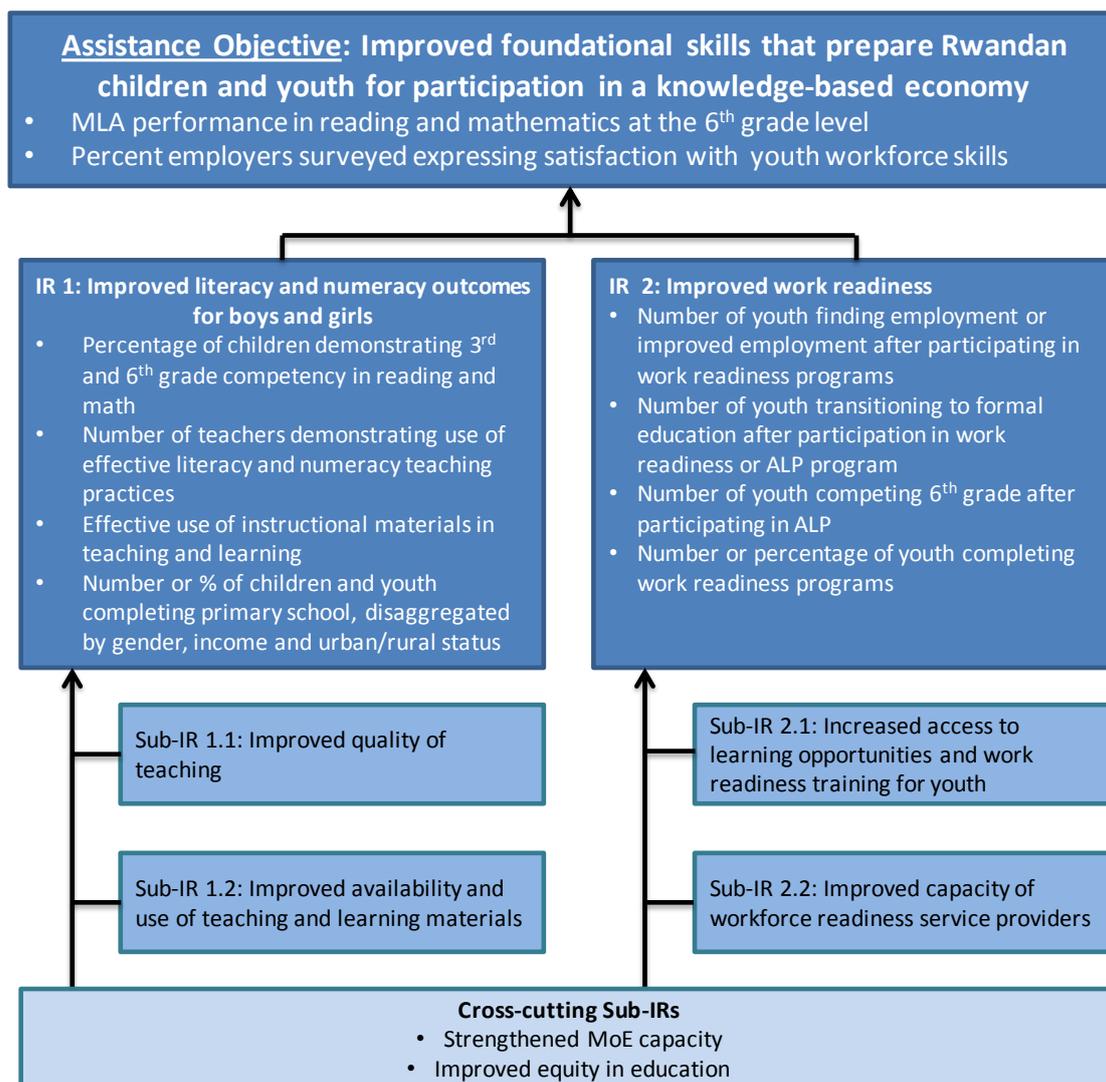
3.c. What is a recommended results framework?

It is the cognitive skills of a population – not school enrolment or number of years in school – that are strongly related to economic growth. (E. Hanushek and L. Woessmann, 2009)

If Rwanda is to achieve its goal of building a knowledge economy, foundational skills such as reading and mathematics, as well as strengthened English language competency, will be essential for participation in that economy. Without the ability to read and do mathematics, children and youth will be hindered in their ability to participate in the IT revolution, to perform basic types of service delivery or information processing, or to continue studying in post-primary education or technical training. Without the ability to read with comprehension, to express oneself clearly in writing, or to understand basic statistics or financial information, Rwanda's youth will simply not be able to compete.

The following results framework is proposed to address these concerns. The focus is on improved foundational skills for all Rwandan children and youth in the areas of reading and mathematics – core skills for participation in any knowledge economy. The results framework is proposed as follows:

Figure 3: Proposed Assistance Objective and Intermediate Results



The proposed Assistance Objective (AO) seeks to improve foundational skills both for children in formal schools as well as youth who need assistance with additional education or training in order to find employment. Both are critical populations at this juncture in Rwanda's history. As this assessment found, many primary school leavers struggle with these and other kinds of basic skills that would enable them to take their place in a world where the currency is information. Youth – both out-of-school and those struggling to stay in school – are also at risk because, as products of the traditional system, they too are faced with the problem of insufficient mastery of basic reading, writing and math skills, and are faced with the same obstacles as primary school students, including the introduction of English as the dominant language of instruction and business.

Given this AO, two Results are proposed. Each will be discussed in turn.

Result 1: Improved literacy and numeracy learning outcomes for boys and girls

As noted above, national assessment data are lacking on literacy and numeracy performance at the primary school level. However, employer surveys, technical skills surveys, and observations of educational authorities indicate that Rwandan primary school leavers lack the skills to express themselves in writing, to apply knowledge in different contexts, or to acquire more advanced knowledge (secondary school) or skills (workforce education) to be able to compete in a knowledge economy.

In light of these problems, Result 1 aims to ensure that all children leave primary school with the literacy and numeracy skills they need to succeed in a knowledge economy. To do this, instructional methods in literacy and numeracy instruction based on international best practices will be introduced to the Rwandan education system. These methods will be developed in collaboration with key decision makers and education partners and developed under the leadership of the MINEDUC, and incorporated into Rwandan primary school classrooms. Teachers will be trained in the use of these new methods, and teacher education systems, both pre-service and in-service, will be strengthened. Finally, mechanisms will be developed to increase teacher motivation.

Sub-IR 1.1: Improved quality of teaching

Approaches

1. Introduce instructional methods based on best practices to improve the teaching of early grade reading and math at P1-3 levels
2. Train teachers in the use of these methods in both in-service and pre-service contexts
3. Strengthen teachers' instructional skills in literacy, numeracy and English throughout the primary cycle
4. Develop mechanisms for increasing teacher motivation through improved conditions of teaching and learning and teacher incentives programs

Possible modalities:

- Introduce best practices instructional strategies through teacher training that provide teachers with specific, systematic guidance for the teaching of literacy and numeracy in the early grades
- Incorporate best practices in literacy and math instruction into primary school and teacher education curricula
- Explore ways to strengthen primary school and teacher education curricula to go beyond academics to include the development of skills in entrepreneurship, data collection and analysis, team work, communication skills, and life skills
- Train TTC, TEC, and KIE personnel in best practices methods of teaching literacy and numeracy, using active learning and critical thinking approaches
- Pilot methods for increasing teacher motivation such as leveraging community support for teachers (e.g., lodging, food), promotion of social enterprise initiatives in schools (e.g., cinemas), the promotion of microfinance solidarity groups, the use of performance incentives (such as Rwanda's health sector performance-based financing model), and the strengthening of the teacher career structure and career path.

Sub-IR 1.2: Improved availability and use of teaching and learning materials

Approaches

1. Develop materials to support literacy and numeracy instruction.
2. Explore local sources for the production of materials at low cost.
3. Develop strategies for ensuring the effective use of materials in primary schools and TTCs.
4. Collaborate with international and local development partners to build a reading culture.

Possible modalities

- Develop local printing or materials production options to ensure the provision of textbooks as well as readers and nonfiction works to children – e.g., low-cost, no-cost materials, local publishing, translation of story books into Kinyarwanda, teacher- and learner-generated materials, sponsoring of local/child authors²⁹
- Develop public-private partnerships with partners interested in supporting instructional materials development and production and the promotion of a reading culture³⁰
- Develop strategies to ensure that materials are used, and used effectively – e.g., locking classroom cupboards, student materials monitors, book lending schemes, Headmaster supervision of materials storage and use
- Introduce radio or other ICT modalities to improve instruction, and in particular, to strengthen the use of English in the classroom³¹
- Promote a culture of reading through the publication of community texts (e.g., newspapers), the involvement of parents in school-based activities, the promotion of text-based activities over the radio (e.g., story reading), and family literacy models.³²

The approaches and modalities described above should be designed and implemented in close collaboration with education partners already providing teacher education support, such as VSO, Peace Corps, and IEE.

Result 2: Improved work readiness

²⁹ In interviews with Fulbright Scholars, stories were shared such as one in which one class of students in Rwanda was able to produce over 1,000 books in a school year. One effective way to create a culture of reading is to promote the writing of books that can be shared: young authors like to read what other young authors have produced.

³⁰ A representative at Macmillan recommended starting a PPP with a local printing press, using paper at reduced cost sourced by local publishers. A local printing market could be integrated with Burundi, which has high demand for books in English.

³¹ Examples include Interactive Radio Instruction/IRI, use of video for teacher training (modeling best practices, micro-teaching), use of teachers' web portals or televised lessons of model teachers (AED/Rwanda, REC project), use of video-taped literacy lessons to train teachers (RTI/Liberia), use of cell phones to receive direct English language instruction (BBC/Bangladesh), or using smartphones to access lesson plans and content in science and language arts (EDC/Mali).

³² A culture of reading can also be promoted by connecting with local groups such as the Young Rwandan Writers' Club and regional bodies such as the National Book Development Council of Kenya, Ugandan County Library Association, and the Reading/Writing Association of Uganda.

As noted in the analysis, out-of-school youth face a double challenge. First, most have attended, and dropped out of, a system that provided a weak foundation in literacy and numeracy. Many who are illiterate find that the formal school literacy curriculum is not adapted to their situation or needs. Second, the recent shift to English as the medium of instruction has rendered continued education even more difficult for those who have not yet mastered English. Compounding these academic difficulties are social problems in which youth have suffered from the trauma of post-genocide Rwanda, including family breakups and violence. Many who have moved to urban areas are unable to find work, and being a downward spiral of reduced self-esteem and desperation, with an increasing tendency toward violence and drug use.

The government has responded to the needs of these youth through the development of TVET programs, and has recently announced the introduction of a workforce curriculum in upper secondary. As noted above, the government previously offered a “catch up” program to help these youth re-enter school or continue in workforce education programs, but this is being phased out. Our assessment found that many of these youth still need to acquire minimal literacy and numeracy skills in order to re-enter the formal school system, seek employment, or qualify for continued workforce training. They also need to develop “soft” work readiness skills such as communication, work habits, teamwork, and financial literacy. Finally, they need “safe havens” where they can catch up in their lives, rebuild their self-esteem and come to believe that they can have a future in Rwanda.

To reach large numbers of youth, Akazi Kanoze has worked through implementing partners by providing them with training in the delivery of a work readiness curriculum (a relatively new concept in Rwanda). The implementing partners then train the youth in workforce skills development, and provide a number of other support services such as summer camps, job placement, and counseling.

Under this strategy, the Akazi Kanoze approach will be expanded to include an *Accelerated Learning Program* so that youth can study with age-appropriate peers in an accelerated format – 1 year of study for 2 years of the curriculum. Support will also be provided to workforce readiness service providers to build their capacity to deliver education and training programs. In time, this IR might also include activities that support the development of “soft skills” curriculum and education development programs at the secondary level.

Sub-IR 2.1 Increased access to learning opportunities and work readiness training for youth

Approaches:

1. Develop and implement an Accelerated Learning Program (ALP) for out-of-school youth
2. Strengthen and enhance the workplace readiness curriculum previously developed by Akazi Kanoze

Possible modalities:

- Through existing USAID-funded initiatives (e.g., Akazi Kanoze), develop and implement an ALP to reach learners who wish to re-enter the formal school system or continue with workforce education
- Ensure that ALP participants also benefit from other Akazi Kanoze services such as work readiness curriculum, internships, complementary trainings, and business development.
- Include psychosocial components into the ALP curriculum, such as building confidence and motivation, and support activities such as summer programs

Sub-IR 2.2 Improved capacity of service providers

Approaches:

- Provide training and support for workforce readiness service providers

Possible modalities:

- Develop and implement capacity building programs for workforce readiness service providers

Cross-cutting Sub-IR: Strengthened Ministry capacity to implement literacy & numeracy initiatives, to manage the reform, and to assess system performance

Because this strategy aims both to strengthen management capacity *and* initiate educational initiatives, a mixed management model is proposed through which Long-Term Technical Assistance (LTTA) would be embedded in the Ministry to assist with capacity building efforts (as budget support would do) but who would also serve as project managers to ensure the efficient implementation of project deliverables. This model also allows for the location of certain administrative structures, such as procurement, to be negotiated in the interest of ensuring efficient and timely management of project interventions.

Approaches:

1. Reinforce the capacity of TSC, TTCs and TECs to design and deliver in-service and pre-service training programs in literacy, numeracy, the use of active teaching and learning methods and critical thinking strategies
2. Build the capacity of the NCDC to incorporate best practices methods identified in Result 1 into early grade literacy and numeracy curricula
3. Assist the WDA with the incorporation of ALP and other youth education initiatives into its youth development structure
4. Enhance and strengthen the MLA and other assessments of student learning, and to analyze and use educational data from these assessments for decision making
5. Reinforce the capacity of MINEDUC to design, plan and manage its own educational programs

Possible modalities:

- Embed LTTA and/or STTA in key Ministry offices to support the Ministry in its implementation of USAID activities funded under this AO, as well as to help strengthen Ministry management systems more

broadly. LTTA could split time between project implementation and capacity building.

- Strengthen the role played by TTCs in teacher training – e.g., improving access to TTCs for teachers, conducting in-service training in TTCs, using TTCs as a hub for outreach to teachers, and making TTCs “centers of excellence” for the development of ICT for teacher education
- Provide assistance to MINEDUC in design and implementation of MLA, EGRA, EGMA and other student assessments, the consideration of international standards in these assessments, the linking of these assessments to others in the sub-region (e.g., the UNITY/Uganda MLA sponsored by USAID), and most importantly, the incorporation of their results in decision making processes – e.g., by identifying areas of instruction that require strengthening, areas of teacher training to reinforce, areas of the curriculum to revise, etc.
- Help NREC develop examinations questions that assess thinking skills required for a knowledge economy – e.g., analysis, writing skills, application of principles to new contexts.
- Ensure that the MINEDUC provides FTE as counterparts to embedded LTTA in order to build sustainability

Cross-cutting Sub-IR: Improved equity in education

This Sub-IR calls for improved equity in education, with a focus on girls, rural and low-income students, all of whom are likely to have lower attendance and poorer results in school. The Sub-IR proposed are as follows:

Approaches:

1. Develop strategies for removing barriers for girls to regular attendance and performance in school, especially in math, science and technology
2. Develop strategies for improving the attendance, performance, and completion of students from rural areas and low income families

Possible modalities:

- Develop incentive programs for girls to stay in school and to improve performance in math, science and technology
- Identify types of rural and low income students most at risk of dropping out or failing in school
- Review curriculum materials and instructional practices and suggest revisions that aim to improve the interest and performance of rural and low income students
- Propose special programs – e.g., remediation, additional materials, training for teachers in identifying and assisting children in need
- Disaggregate M&E data by gender, urban/rural status and income level

Conformity with the common indicators: The Results described above are consistent with the GoR’s priorities and USAID/Rwanda’s interests outlined in Part 1 of this paper. Moreover, these results respond to several of USAID’s of Investing in People Common Indicators. For example, by improving the quality of teaching and learning, attendance and performance are likely to improve, thus increasing retention and completion rates – two of USAID’s of Investing in People Common Indicators (“percentage of a cohort of pupils

expected to reach grade 5” and “primary completion ratio”). The above results are also consistent with three Basic Education Common Indicators:

- number of teachers/educators trained with USG support
- number of textbooks and other teaching and learning materials provided with USG assistance, and
- number of learners enrolled in USG-supported secondary schools or equivalent non-school-based settings.

A second set of indicators, called “Proposed new standards for basic education,” provides ideas for indicators that bear more directly on learning outcomes. They are as follows:

3.2.1_New1: Number of projects that provide support to build country capacity for national learning assessments

3.2.1_New2: Proportion of students reading with fluency & comprehension after two years of schooling

3.2.1_New3: Proportion of students who, by the end of primary school, are able to read with comprehension, according to their countries' curricular goals

3.2.1_New5: Number of projects that provide support for teaching/learning activities which measure learning outcomes.

The final set of indicators is Rwanda-specific. These indicators, in addition to those shown in the Figure 3, these are illustrative, developed exclusively for this strategy:

- Number of primary school dropouts who achieve 6th grade equivalency after being enrolled in ALP
- Number of workforce readiness service providers with increased capacity
- Number of youth trained under new ALP program
- Improved GoR capacity to deliver work readiness skills training.
- Number/percentage of girls attending school regularly, especially in food-insecure areas
- Increase in attendance and completion for rural and low income students
- Increase in performance in literacy and numeracy for rural and low income students
- Increase in performance of girls in math, science and technology
- Other completion and success indicators to demonstrate progress and qualitative results

When developing these indicators, guidance was followed from a variety of sources, including USAID/Washington’s common indicators framework and priorities arising from this assessment and strategy. An unclassified document issued by the Department of State on September 22 of this year was also consulted to ensure compatibility with current State Department directives, including guidance on innovation (section 10), public sector capacity (section 11), country ownership and responsibility (section 16) and analysis of impact (section 20).

Annexes

Annex A: Scope of Work

USAID Rwanda Basic Education Sector Assessment, Strategy Development, and Program Recommendations

I. Summary

The United States Agency for International Development (USAID) in Rwanda seeks the services of a Contractor for the purpose of conducting a basic education sector assessment and strategy for USAID/Rwanda. For the purpose of this assessment, please note the current guidance from USAID regarding basic education is as follows: “USAID defines basic education broadly, to include all program and policy efforts aimed at improving pre-primary education, primary education, secondary education (delivered in formal or non-formal settings), and in programs promoting learning for out-of-school youth and adults. Capacity building for teachers, administrators, counselors, and youth workers is included. Basic education includes literacy, numeracy, and other basic skills development for learners. The common thread among these elements is that they help learners gain the general skills and basic knowledge needed to function effectively in all aspects of life.”

This scope of work includes four primary objectives: 1) to analyze the current status of the Rwanda basic education sector; 2) to ascertain MINEDUC priorities for education, referencing the national poverty reduction strategy and Government of Rwanda’s (GoR) education sector strategic plans; 3) to develop a strategy for increased basic education investments by USAID/Rwanda, reflecting all stakeholders’ involvement, that includes a development hypothesis and results framework; and 4) to provide recommendations for future USAID/Rwanda education investments.

II. Background

A. Rwanda and its Basic Education Sector

The Government of Rwanda’s (GoR) Vision 2020 and Economic Development and Poverty Reduction Strategy (EDPRS) lay out ambitious plans for transforming the country from an agrarian economy to a knowledge-based economy built on a skilled workforce able to compete in the region and the wider international arena.

Education is critical to this transformation, and the GoR has achieved remarkable success in this sector, particularly in access: net enrollment in primary school in 2008 was 94% with girls’ share of initial enrollment matching boys; and an expansion of fee-free education under the Nine Year Basic Education policy resulted in 153,000 students joining S-1 (Secondary 1/7th grade) in 2009 (more than doubling the previous year’s enrollment figure of 63,000).

However key challenges remain, particularly with regards to the quality of education and training. Primary completion rates are low (52% in 2008) and drop-out and repetition rates are high (14% and 18% in 2008). Those who

do graduate often do not demonstrate the critical thinking, communication, teamwork, and problem solving skills that employers demand. While enrollment of girls in primary school is equal to boys, girls' performance on national exams is significantly lower (in 2009, only 39% of girls achieved first division results on the Primary 6 exam while 61% of boys did).

Teacher recruitment, retention and motivation also pose real challenges, in part due to poor compensation, training and support. The pupil to teacher ratio is high (62:1 in primary), and pupil to classroom ratio even higher (71:1). In 2009, the GoR changed the medium of instruction in schools from French to English, adding additional challenges for teachers and students alike.

While implementation of the Nine Year Basic Education Policy consumes significant GoR resources and attention, the resulting expansion of enrollment in lower secondary requires simultaneous attention to post-basic education (upper secondary, vocational training, and tertiary). The interest in addressing post-basic education is heightened by recent data from World Bank studies in Rwanda corroborating the premise that higher education levels are associated with higher earnings. (In 2006, average earnings of primary school completers were 70% higher than those of citizens without any education. Average earnings of citizens who completed lower secondary, general upper secondary or university were respectively 2.4, 4.4 and 16 times higher than for those who never went to school.)

It is against this background that the GoR has recently revised its Education Sector Strategic Plan 2010-15 (ESSP). The ESSP provides comprehensive strategies for the next five years to ensure quality and equity in education and training throughout the system from Early Childhood Development to Higher Education, and to ensure that teachers and learners will become fully proficient in English. While the challenges for the Rwandan education sector are significant, there is also significant political will and strong leadership at the Ministry of Education driving the needed changes.

B. Current USAID Rwanda Basic Education Programs

USAID/Rwanda's education budget has just received a significant boost: basic education funding is expected to be \$5 million for FY 2010 (increased from \$2 million in FY 2009). The budget request for FY 2011 request is \$5 million.

In September 2009, USAID/Rwanda began the Rwanda Youth Project (RYP), a four-year, multi-sectoral funded project to address the needs of Rwanda's significant youth population (52%) and those of the labor market by providing out-of-school youth with workforce readiness skills, and connections to employment, self-employment or back to formal education. The Education Development Center (EDC) implements the program through a cooperative agreement with USAID/Rwanda.

The Rwanda Education Commons (REC) was launched in 2009 to help advance the effective use of technology for education in Rwanda, responding to a key interest of the GoR. The REC has worked with the Ministry of Education on an ICT in education policy and costed strategic implementation plan; collected, localized and created multimedia content for

online and offline distribution; and will shortly launch an online portal to provide connected education stakeholders access to relevant resources and opportunities for discussion and collaboration. In summer 2010, REC will roll out teacher training activities, using online, offline and video channels.

Under USAID/Washington-funded mechanisms, the Ambassador Girls Scholarship Program has provided scholarships and mentoring services to vulnerable secondary school students, and the USDA-managed School Gardens Program has provided training on the use of classroom gardens as a learning laboratory.

III. Purpose of the Assessment

The overall purpose of this assessment is to develop a strategic framework that will guide USAID/Rwanda in investing new education funding through programs that are effective, efficient, and relevant to developing the Rwandan basic education sector and that consider the broader contextual situation in which it operates.

There are four primary objectives for the assessment:

- 1) To analyze the current status of the Rwanda basic education sector, including activities of other major donors, and current USAID funded basic education programs;
- 2) To ascertain and articulate GoR priorities for education;
- 3) To develop a strategy for increased basic education investments by USAID/Rwanda (including a development hypothesis and results framework);
- 4) To provide recommendations for potential USAID/Rwanda education investments.

IV. Statement of Work

A. *Assessment Guiding Questions*

The assessment will at a minimum address the following questions through desk review, field research and dialogue with USAID, GoR and other stakeholders:

Objective 1: 1) To analyze the current status of the Rwanda basic education sector, including including activities of other major donors, and current USAID funded basic education programs;

Current Education Services

- 1.1. What are the current services in the basic education sector (formal and informal) provided by the GoR Ministry of Education (MINEDUC) and other providers, including the private sector, faith-based organizations, and community-based organizations?

1.2 What are the current and planned basic education initiatives supported by donor agencies (not USAID-funded)? What is the approximate level of funding for these efforts?

1.3 In what ways does the basic education sector ensure gender equity and consider and address the needs and inclusion of marginalized groups (such as students with disabilities and orphans and vulnerable children)?

1.4 What is the role and benefits or drawbacks of the private school sector in providing basic education services in Rwanda? Who is investing in the area of private basic education?

Challenges to Student Enrollment, Retention, and Completion

1.5 What are the statistics for enrollment, retention, completion, transition to higher education in Rwanda? At what grades or transitions are students most vulnerable? If relevant, disaggregate by sex, urban/rural, region, etc.

1.6 According to GoR MINEDUC, donors, NGOs, what are the key challenges to successful enrollment, retention, completion and transition of male and female students at the primary and secondary levels? What do these players consider the most immediate barriers to improving access and quality of education?

Factors Affecting the Education Sector

1.7 What are the key factors affecting the successful development of the sector? (Success to include equitable access, adequate quality, and education that is relevant to the social and economic development of Rwanda; factors may include level of reliance on donor assistance; transparency; governance and management, and allocation of resources)

1.8 What are the relative strengths and weaknesses of existing capacities and utilization of resources in both the formal and non-formal sector? For example, consider existing capacities in management (e.g. clear and adequate division of authority at all levels of GoR MINEDUC), human resources (e.g. adequate number and qualified teachers and other education professionals); physical and technological infrastructure; and various systems (e.g. EMIS, student testing, procurement, management).

1.9 What is GoR policy on out-of-school youth? What are the options for out-of-school youth for non-formal education and/or employment?

USAID Funded Basic Education Programs

1.11 Describe the current efforts of USAID funded basic education activities, and the way they align with GoR plans and priorities.

1.12 What is USAID/Rwanda's current comparative advantage in supporting development of Rwanda's basic education sector?

Objective 2: To ascertain and articulate GoR priorities for education;

2.1 What are the major priorities?

2.2 Of these, which have not been addressed sufficiently by donors and the GoR core budget?

2.3 Of these, which align with USAID priorities and interests?

Objective 3: To develop a strategy for increased basic education investments by USAID/Rwanda, reflecting all stakeholders' involvement, which includes a development hypothesis and results.

3.1 In what ways can USAID/Rwanda's future education portfolio support the GoR to strengthen the education sector, achieve lasting national impact and be sustainable, given the realities of program resources and local context?

3.2 How would the education program fit within the USAID/Rwanda assistance strategy? Consider areas for cross-sectoral links between education and other sectors within the USAID/Rwanda portfolio.

3.3 What collaborations/partnerships would most effectively and efficiently implement and complement the education portfolio activities (i.e. host country partnerships, public-private partnerships, contractors, and other donor and partner collaborations)?

3.4 What would be an appropriate development hypothesis and results framework for the education sector that articulates causal linkages and incorporates all stakeholders?

3.5 What indicators (considering USAID standard indicators as much as possible) should USAID consider using to monitor performance of the proposed strategy?

Objective 4: To provide recommendations for potential USAID/Rwanda education activities.

4.1 Considering the proposed development hypothesis and results framework and the foreseen budget, describe the key project(s) recommended for USAID/Rwanda investment over the next three- to five-year period.

4.2 Assist USAID/Rwanda in refining and validating new program ideas under development.

B. Overall Methodology, Key Tasks, Deliverables, Timing and Effort

Overall Methodology

The contractor, in collaboration with USAID/Rwanda, will finalize the overall methodology for the assessment. The assessment will include the key tasks below.

Task 1. Desk review and description of overall methodology

Prior to arrival in-country, the contractor will carry out the desk review. As significant recent analyses of the Rwanda education sector exists, the desk review will provide thorough background information and answer many of the assessment questions. The desk review will include, but is not limited to, a review of the documents listed in the appendix.

After consultation with USAID/Rwanda, the contractor will submit a draft methodology and work plan and submit to USAID/Rwanda within one week after beginning desk review.

Task 2: Stakeholder Consultations

While the desk review will answer many of the assessment questions, the in-country field visits will serve to 1) enrich the contractor's understanding of the basic education sector in Rwanda; 2) validate preliminary conclusions from the desk review; 3) answer questions that could not be answered from the desk review; and 4) provide an opportunity to test a development hypothesis and framework.

Consultations will include Ministry of Education (central and decentralized levels), teachers, civil society partners, donors, and schools (teachers, parent teacher associations, students). The table below provides a preliminary list of potential stakeholders for consultation. Building on information learned during the desk review, the contractor will identify additional stakeholder consultations as needed, and work with USAID/Rwanda to create a schedule for these visits/consultations which will be reviewed at the initial in-country assessment team meeting.

Potential Stakeholders for Consultations

Stakeholder Group	Illustrative Examples
Target Populations	Teachers, teacher training administrators, school management, students, parents
GoR, MINEDUC officials	Central MINEDUC; District Education Officers, Kigali Institute of Education; Teachers Service Commission, National Examinations Council, National Curriculum Development Center, Workforce Development Agency
Basic Education sector development partners	DFID, UNICEF, World Bank, and other members of the Education Donor Group
USAID project implementing partners	REC, Youth Project

Task 3: Debrief and draft executive summary

Prior to conclusion of the in-country consultancy period, the contractor will present a debrief to USAID/Rwanda staff on the preliminary conclusions and recommended strategic framework. As guided by the mission, the contractor may present and vet the framework at a stakeholder meeting with MINEDUC, USAID and other donors.

Prior to presentations, the contractor will provide a draft executive summary of the assessment report and proposed strategic framework. Feedback provided by USAID/Rwanda will be incorporated into the final documentation.

Task 4: Assessment report

The main body of the final assessment report will not exceed 40 pages and shall include the following sections:

1. Executive Summary
2. Methodology/Approach
3. Analysis and Conclusions
4. Recommendations for Development Hypothesis and Results Framework
5. Recommendations for Projects and Logical Framework
6. Discussion of Consultations/Vetting with Stakeholders
7. Annexes (after the first 40 pages – to include terms of reference/scope of work; organizations contacted; a table of MINEDUC and other donors' activities in Education with funding levels, a discussion of the methodology and data collection tools, etc.)

The Consultant shall submit all draft documents to the Education Team Leader at USAID/Rwanda. The documents shall be in English in electronic format (E-mail or disk in Microsoft Word). The Education Team Leader will provide comments to Consultant as specified in the approved work plan. The Consultant shall incorporate USAID's comments and submit final electronic documents, as well as printed and bound copies within the specified timeframe.

Overall timing and effort: The contractor will spend approximately four weeks carrying out activities related to this Scope of Work.

V. Contractor Qualifications

The Assessment team will be led by one international consultant, assisted by one local consultant hired by USAID/Rwanda. USAID/Rwanda and USAID/W staff will contribute to the efforts articulated in the SOW, but the main responsibilities for all deliverables shall remain with the Consultant. GoR Ministry of Education officials will be encouraged to participate in the assessment. The assessment team will work under the guidance of USAID/Rwanda Education Team Leader.

Qualifications:

Proven experience leading sector assessment teams

Minimum of 10 years experience working in the education sector, preferably in Africa, including strategy design and assessment of basic education programs

English language capabilities

French language proficiency a plus.

Advanced degree in Education policy or relevant field.

VI. Special Provisions

Logistical support

The assignment is based in Kigali, Rwanda, with travel expected for field visits. Mission staff and the local consultant will assist with scheduling meetings and appointments.

Period of Performance

The assessment will be carried out over approximately four weeks. A six-day workweek is authorized with no premium pay. No premium or overtime pay is authorized under this contract. The contractor is expected to start work as soon as the purchase order is signed, and in accordance to the dates determined during the contract negotiation. Preferred dates for in-country consultancy are June 14-28 or July 12-26, but Mission will consider other timing proposals.

VII. Proposal Format

Consultant Responses to this SOW should include the following:

A discussion of the technical approach to be taken, including the methodology to address the specific SOW objectives, questions and expected deliverables.

Curriculum Vitae of Consultant highlighting experience conducting similar work.

Proposed fees and other costs.

VIII. Selection Criteria

Qualifications

- Consultant's technical qualifications, expertise, and relevant experience.

Technical Approach

- Innovative, clear and realistic strategy, methodology, and proposed activities.

COSTS will be assessed by the Executive Office.

Appendix

Documents for Desk Review (not exhaustive)

1. Vision 2020
2. Economic Development and Poverty Reduction Strategy (EDPRS), GoR
3. World Bank Rwanda Education Country Status Report
4. Revised Education Sector Strategic Plan (ESSP) 2010-15
5. Rwanda FTI Country Presentation Summary (April 22, 2009)
6. FTI Rwanda Desk Study (22 Sept 09)
7. Nine Year Basic Education Concept Note and “Fast tracking” strategy
8. Rwanda English in Action Program (REAP)
9. Post Basic Education and Training Report and Financing Options
10. Teacher Motivation and Incentives in Rwanda
11. Teacher Development and Management Strategic Plan (MINEDUC with Alan Penny):
12. ICT in Education Strategic Plan Dec 09
13. Open and Distance Learning for Post-Basic Education documents
 - o Report-Rwanda ODeL System AMR;
 - o Draft Report – Support to PBE ODeL System AMR;
14. MINEDUC Capacity documents:
 - o Report on Capacity Building Report Project (March 2010)
 - o Mid-Term Review of the Education Sector Capacity Building Pooled Fund (CBReportFinal 18 July 2008)
15. Reform of Textbook Provision in Rwanda (BTC Final Report-Jan 09)
16. Concept Note on Quality in Education (GoR and Development Partners working group)
17. Rwanda Education Commons 2010 Work Plan
18. Rwanda TSS Draft Recommendations (Assessment done during REC design)
19. Rwanda Youth Program - Final proposal and 2009-10 Workplan
20. Ambassadors Girls Scholarship Program - 2009 Report
21. School Gardens Project - 2008 teacher training summary
22. 2009 and 2010 Joint Review of the Education Sector, Summary with action points
23. Overview of External Financing of MINEDUC budget
24. Sector Budget Support Study (SBSIP – Synthesis Report – 06 08 09)
25. GoR Budget by sector and subsector
26. MINEDUC Organizational Structure Chart (Rwanda Education Board)
27. CPAF (Common Performance Assessment Framework) Indicators 2010
28. MINEDUC Audit Report for the year ended 31 December 2008
29. Rwanda Youth Employment Assessment Report, January 2009

Annex B: In-country consultation schedule and contacts made

Monday	23-Aug	Meeting with Molly Brostrom, Education Advisor; David Rurangirwa, ICT Education Advisor; Brian Frantz, USAID/Rwanda General Development Officer; Dennis Weller, USAID/Rwanda Mission Director Meeting with Iris Uyttersprot, UNICEF Meeting with DG, Science, Technology and Innovation Meeting with Ambassador Symington Courtesy Call
Tuesday	24-Aug	Visit: Groupe Scolaire Kagugu, DEO, Gasabo District (Kigali)Edward Niyonzima Visit: Groupe Scolaire Gwanian Meeting with John Simpson, British Council/TSC
Wednesday	25-Aug	Visit: TTC Rukara, DEO Meeting with John Rutayisire, Director, Rwanda National Examinations Council Meeting with Sharon Habas, Permanent Secretary
Thursday	26-Aug	Visit: TTC Kirambo
Friday	27-Aug	Meet with Narcisse Musabeyezu, Director, General Inspectorate Meet with Charles Gahima, Director, NCDC; Augustine Carera, Deputy Director, NCDC; Emerita xxx, Gender Specialist, NCDC Development Partners Group Consultation: IEE, VSO, CRS, British Council
Saturday	28-Aug	Dinner with Richard Arden, DfID
Sunday	29-Aug	
Monday	30-Aug	Visit: Akazi Kanoze Meet with Esthers Aid, AK Implementing Partner, Meet with Rukondo Kanyankole, APCD Education, Peace Corps Meet with Arthur Barigye, Macmillan publisher
Tuesday	31-Aug	Meet with Emmanuel Muvunyi, Director, TSC Meet with Rector of Kigali Institute of Education Meet with Albert Nsengiyumva, Director, WDA Meet with Eddie Sagitto and Eugenie Kadera, Embassy PAO office Meet with Steven Ehrenberg, Rwanda Education Commons
Wednesday	1-Sep	Visit: Lycée de Kigali: Observation of 10th grade physics lesson being videotaped for television broadcast by REC Project
Thursday	2-Sep	Preparation for USAID debrief
Friday	3-Sep	USAID Debrief Meet with Eric Dwyer, Fulbright Scholar; Kathy Malu, Fulbright Scholar; Stephen Mugisha, Rwanda Book Development Initiative Dinner with Richard Arden, DfID and Tony Read, Director of International Education Partners

Name	Title/Organization
Dennis Weller	Country Mission Director, USAID/Rwanda
Brian Frantz	General Development Officer, USAID/Rwanda
Iris Uyttersprot	Education Chief, UNICEF/Rwanda
John Simpson	Education Advisor, British Council
Marie Christine Gasingirwa	DG, Science, Technology and Research, MINEDUC
Stuart Symington	US Ambassador to Rwanda
David Niyonzima,	Principal, Groupe Scolaire Kagugu
John Byombi Kamasa Vedaste	Headmaster, Groupe Scolaire Gwanian
Muhiire A. Cassien	Director, COE Rukara
John Rutayisire	Executive Secretary, Rwanda National Exams Council
Sharon Habas	Permanent Secretary, MINEDUC
Emmanuel Muvunyi	Executive Secretary , Teacher Service Commission
Tom Allen	Country Director , Bridge2Rwanda
J. Dale Dawson	Founder and CEO, Bridge2Rwanda
Brother Andre Bilodo	Kirambo TTC
Basi Masiki Emmanuel	Principal, Kirambo TTC

Name	Title/Organization
Narcisse Musabeyezu	General Inspectorate
Augustin Carera	Deputy Director, NCDC
Emerita xxx	Responsible for English, Gender, eContent (ICT), NCDC
Charles Gahima	Director General, NCDC
Katherine Meersman	Belgian Aid
Charlotte Philips	Country Director, VSO
Savanna xxx	International Education Exchange
Jennifer Nazira	Country Representative, CRS
Michael Beeby	Director, British Council
Tony Read	Director, International Education Partners
Eugenia Kadera	English Language Programs, US Embassy
Eddie Sagitto	Public Affairs Officer, US Embassy
Richard Arden	Country Representative, DfID
Jean Claude Nshimiyimana	Deputy Chief of Party, Akazi Kanoze/Youth Livelihoods Project
Melani Sany	Chief of Party, Akazi Kanoze/Youth Livelihoods Project (interviewed by telephone)
Cyiteretse Marembo Hubert	Coordinator, Esther's Aid
Care Effiong	Country Director, Esther's Aid
Eric Dwyer	Fulbright Scholar, University of Rwanda.
Rukundo Kanyankole	Associate Peace Corps Director/Education, Peace Corps
Arthur Barigye Mugunga	General Manager, Macmillan Publishers, Rwanda
Stephen Eherenberg	Project Manager, REC/AED
Shellie Berlin Bressler	Senior Professional Staff Member, Committee on Foreign Relations, US Senate
Benita Nefdt	Technical Assistant to REC, MINDSET
David Prosser	Head of Programmes / Executive Producer, BBCC World Service Trust
Louise Brunet	Chief of Party, IREX Rwanda, MCC Threshold Program Media Strengthening Project
Eric Dwyer	Fulbright Scholar, International University Teacher Trainer, Primary
Stephen Mugisha	President, Rwanda Book Development Initiative
Kathy Malu	Fulbright Scholar, Lecturer at KIE
Albert Nsengiyumva	DG, Workforce Development Authority
Charles Callis	Vice President, Business Development, Waterford Research Institute
Xxx	Former teacher training at TSC
Eustochie Agasano	Chief of Party, Rwanda Education Commons

Also interviewed:

- Groupe Scolaire Kagugu: 4 primary & secondary teachers (2 men, 2 women),
- Groupe Scolaire Gwanian: Parent (male) of P6 student, parent (male) of P4 student, 2 boy students (S2), 2 girl students (S2)
- COE Rukara: Education economics teacher
- Kirambo TTC: Faculty and staff: Calista, Language; Nicolas, Social Studies and Professional Studies; Justine: Secretary, Computer Sciences; Masakisa, Computer Science, Entrepreneurship; Claude, Arts, Music, Drama

Annex C: Overview of external financing of MINEDUC budget

NB: This table needs to be cross-checked; some references may be duplicates of others, incorrect or out of date

Sources:

- “Overview of external financing,” Final Update - 19/09/2009 (unshaded lines)
- “Planned DP disbursements July 2010”, column 1 = 2008-09, figures in USD (shaded lines)

In USD unless otherwise indicated. (t) = tentative. m = million. SBS=Sector Budget Support

Development partner	Activities	FY 2009-10	FY 2010-2011	FY 2011-2012	FY 2012-2013
AfDB –	Support to Science, Technology in Higher Education, including math and science education ***		9m		
AfDB	ESSP support (SBS) *****	6.0m	4.5m		
AfDB	Projects: Higher Education, KIST		1.5m	3m	2m
APEFE	Training for vocational skills (Mifotra)	€0.426m			
APEFE	TVET	1.48m	3.8m		
Belgian TC	SBS and support to Integrated TVET Strategy (focus on South)	€ 1.5m	€ 3.5m		
Belgium	SBS	3.8m			
British Council *****	Teacher education by radio, technical assistance to MINEDUC		27m		
CIDA:	Capacity Building Fund: SBS	0.5m			
DFID	Planning, finance, capacity development, sector analysis, skills development for economic growth (SBS)	4.07m	12.2m	9.1m (T)	9.1m (T)
European Union	Solar panels				
FTI	DPO/ GBS	35m	35m (t)	35m (T)	
GTZ	Economy and Employment	€600,000			
GTZ skills	Projects: Skills	0.46m	1m	1m	1m
JICA	Support to math and sciences in secondary education *	0.388m			
JICA	TVET	2.55m			
JICA	KIST resource center	4.5m			
JICA	Capacity improvement of Technical Colleges		5.7m		
JICA	capacity development in ICT		0.6m		
JICA –	Quality: science & maths education	.388m			
Netherlands	SBS	7.85m	7.85m	7.85m	
Netherlands m	TVET/GTZ	1.58m	1.58m	1.58m	1.58m
Netherlands	TVET/PSF	1.39m	1.39m	1.39m	1.39m
One UN		15m	15m	15m	
SNV		0.377m	0.498m	0.506m	
UNICEF –	Child-friendly schools, policy	3.9m	4.9m	5.9m T	6.9m T

Development partner	Activities	FY 2009-10	FY 2010-2011	FY 2011-2012	FY 2012-2013
	development, equity/girls' education, OVC, special needs				
UNESCO **					
USAID	Rwanda Education Commons	1.2m	1.2m	1.2m	0.6m
USAID	Projects: Skills/ICT/Literacy	3.75m	8.5m	3.5m (+ 5m T)	3.5m (+ 5m T)
USAID	Youth Livelihoods Training: Akazi Kanoze	2m	2m	2m	1.5m
USAID	Support to Transition to English	0.85m			
USAID	School Gardens Project	0.150m			
USAID	Girls' scholarships for secondary schooling	0.4m	0.4m		
VSO	Quality/teacher training, school management, community involvement	0.394m	0.433m	0.437m	0.472m
VVOB	Secondary Education School Management	€ 0.391m	€ 0.421m	€ 0.421m	€ 0.421m
VVOB	School Management	666,062			
VVOB	Curriculum Development	€ 0.137m			
VVOB	KHI Skills Lab	€0.064m			
VVOB: DGCD,BTC, APEFE	Vocational Training and curriculum development	€0.230m	€ 0.417m	€ 0.417m	€ 0.417m
World Bank	Skills development for economic growth, sector analysis		10m (T)		
World Bank	PRGF	3.6m			

* SMASTE: JICA has 11 training centers in Rwanda. Teachers are sent to China, Kenya, Japan, then return and develop manuals. JICA is being evaluated; program expires in January (GB 16)

** Project Concern (???) Switzerland. Teachers study "practical physics," then return and give workshops

*** Support to S&T skills development project in progress (approved in 2008) focusing mainly on (i) the establishment of a Faculty of Architecture and Environmental design" at the KIST (infrastructure, training of teachers) and (ii) design and implementation of a program to improve female participation in higher education in the S&T fields. AfDB is also supporting the establishment in Kigali of a Regional ICT Center of Excellence with Carnegie Mellon University.

**** Large textbook procurement underway with British Council and WB

***** This is the last tranche of a \$22.5 million contribution to the Education Sector Strategic Plan (2006-2010).

Annex D: Key Policy & Action Recommendations -- Teacher Education, Management & Professionalisation Reform Summit 8-9 March 2010

Ministry of Education – Teacher Service Commission

Broad Theme	Policy Areas	Proposed Actions
<p>Teacher recruitment and retention – addressing teacher shortages and attrition</p>	<p>Recruitment of high calibre individuals to teaching</p> <p>Possibility of bonding teacher graduates (TTCs, CoE, and KIE) to improve retention</p> <p>Strengthening material incentives for teachers</p>	<ol style="list-style-type: none"> 1. Devising means of attracting motivated and competent individuals (teacher trainees) into the teaching profession, as opposed to last choice / resort (e.g. via the appointment of ‘high flying’ graduates, who would not normally enter teaching, as ‘President’s Teachers’ for two years; and advertising campaigns that put across a positive, socially rewarding image of teaching) 2. Exploring additional pathways for entry into the teaching profession, such as PGCE / PGDE qualification at KIE for non-teaching graduates in curriculum subject areas - Math, Physics, Biology, Chemistry, Sociology, Economics, etc 3. Formulating a proposal for the use of high quality, well structured open and distance learning programmes for teacher education, integrated with more conventional pre service provision 4. Establishment of a bonding scheme, linked to student loan scheme for KIE, CoE & TTC graduates 5. Introduction of new / scaling up of existing socio-economic and financial facilities for teacher welfare, such as Umwalimu SACCO, Girinka, Social Security, laptop awards etc.
<p>Quality improvement of teacher education – ensuring TTIs are producing high-quality teachers</p>	<p>Refocus on TTIs core mission</p> <p>Emphasis on in-school training and acquisition of practical teaching skills</p> <p>Short – medium term use of teacher education specialists from the region</p> <p>Development of a</p>	<ol style="list-style-type: none"> 6. Re-thinking the core mission of TTIs around preparing trainees for the teaching profession, including phase out of Tronc Commun and refocus of work on teacher training from S4 to S6 7. Strengthening of trainees’ instructional effectiveness and practical teaching skills by (a) having a strong focus on key pedagogic skills; (b) introducing internship at end of teacher training at all levels; (c) emphasising school-based training through improved school relationships 8. Recruiting high level pre service teacher educators from the region who can both tutor (teach students) and mentor current tutors - as per recent experiences and positive results in TTCs 9. Developing a robust strategy for improving the level of subject knowledge and classroom skills of existing teachers, that includes a plan to uplift the qualification of teachers with

Broad Theme	Policy Areas	Proposed Actions
	structured, systematic in-service teacher training strategy	A2 (Certificate in Education) to A1 (Diploma in Education) level.
Institutional capacity building – to help improve quality of teacher education	Possible rationalisation / reform of current TTI structures and capacities (physical, material & human resource)	<ul style="list-style-type: none"> 10. Increasing the capacity of KIE, CoEs and TTCs so as to facilitate an increase of enrolment 11. Making better use of Rukara CoE, including a possible merger of Kavumu CoE into Rukara CoE 12. Upgrading of 2 - 3 TTC's to offer the Diploma in Education (as per PA 9 above) 13. Improvement of TTI infrastructure, including classrooms, library, laboratory and ICT facilities so as to prioritise ICT skills development and networking of KIE, the CoEs and TTCs; and strengthening of existing TRCs / expansion to other TTCs 14. Addressing the management capacity issues at TTC's
Teacher management	<p>Setting up a TDM information database for policy and planning purposes</p> <p>Framework for teacher registration and licensing</p> <p>Clear code of conduct for teachers</p>	<ul style="list-style-type: none"> 15. Establishing an electronic National Teacher Registration System (NTRS) to support teacher policy and management, including placement, transfers, remuneration, Social Security etc. 16. Establishing a National Teacher Licensing System (NTLS) 17. Establishing a teacher code of conduct, including a statement of ethical goals which support the provision of quality education

Broad Theme	Policy Areas	Proposed Actions
Professionalisation of teaching	<p>Harmonisation of teacher education curricula and certification</p> <p>Setting minimum professional standards which can help create a framework of competencies for teachers</p> <p>Mapping out career pathways in teaching</p> <p>Moving towards a single / monolithic teacher qualifications framework</p>	<p>18. Review and harmonisation of teacher education curriculum and nature of certificate offered at all levels (TTCs, CoEs, KIE and other institutions)</p> <p>19. Defining a set of minimum teacher standards and teaching competencies, and producing a statement of pedagogical goals which can support the provision of quality education</p> <p>20. Introduction of new, and refinement of existing, INSET qualifications that signal career pathways (e.g. towards becoming an excellent classroom practitioner or school leader)</p> <p>21. Establishing a teacher professional pathway (A2 → A1 → A0 →) with a long-term goal of establishing teaching as a graduate profession.</p>

Annex E: Education statistics

(P1-6) PRIMARY INDICATORS 2008, 2009 & 2010

INDICATORS	2008	2009	2010 Draft
Gross Enrolment Rate (GER)	127.90%	128.40%	126.50%
GER Boys	127.30%	127.30%	125.20%
GER Girls	128.50%	129.40%	127.60%
Net Enrolment Rate (NER)	94.20%	92.90%	95.40%
NER Boys	93.30%	91.60%	94.20%
NER Girls	95.10%	94.10%	96.50%
Completion Rate Overall	52.40%	74.54%	75.60%
Transition Rate Overall	87.99%	95.00%	THESE indicators will be available at the end of 2010, because they are calculated using two consecutive school year
Transition Rate Boys	89.86%	95.80%	
Transition Rate Girls	86.28%	94.30%	
Promotion rate Overall	69.50%	73.80%	
Promotion rate boys	68.67%	73.20%	
Promotion rate girls	70.30%	74.30%	
Repetition Rate Overall	15.30%	14.00%	
Repetition Rate boys	15.69%	14.50%	
Repetition Rate girls	15.00%	13.50%	
Drop out Rate Overall	15.20%	12.20%	
Drop out Rate boys	15.64%	12.30%	
Drop out Rate girls	14.70%	12.20%	

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SECONDARY INDICATORS 2008, 2009 & 2010 (SI-6)

INDICATORS	2008	2009	2010 Draft
Gross Enrolment Rate (GER)	20.70%	25.90%	31.48%
GER Boys	22.00%	26.80%	31.46%
GER Girls	23.40%	25.00%	31.50%
Net Enrolment Rate (NER)	13.90%	13.20%	22.63%
NER Boys	13.80%	12.80%	21.58%
NER Girls	13.90%	13.70%	23.65%
Completion Rate Overall		14.45%	17.18%
Transition Rate Overall	86.00%	90.20%	These indicators will be available at the end of 2010, because they are calculated using two consecutive school year
Transition Rate Boys	85.20%	88.70%	
Transition Rate Girls	86.90%	91.60%	
Promotion rate Overall	84.50%	93.99%	
Promotion rate boys	88.70%	93.47%	
Promotion rate girls	80.30%	94.51%	
Repetition Rate Overall	6.00%	4.38%	
Repetition Rate boys	5.60%	4.03%	
Repetition Rate girls	6.30%	4.75%	
Drop out Rate Overall	9.60%	1.63%	
Drop out Rate boys	5.70%	2.50%	
Drop out Rate girls	13.30%	0.74%	

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