



Republic of Rwanda
Ministry of Education

RWANDA

2023-2027 Partnership Compact

**Pursuing an Inclusive and Transformative Reform
Agenda for Improved Inclusive Quality Teaching and
Learning in Rwanda**

March 2023

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List of Acronyms

BLF	Building Learning Foundations programme.
CAMIS	Comprehensive Assessment Monitoring Information System
CBC	Competence Based Curriculum
COVID-19	Corona Virus Disease of 2019
CwD	Children with Disabilities
DP	Development Partner
EAC	East African Community
ECD	Early Childhood Development
ECP	Education Cooperation Programme
ELDS	Early Learning Development Standards
EMIS	Education Management Information System
ESA	Education Sector Analysis
ESPIG	Education Sector Program Implementation Grant
ESSP	Education Sector Strategic Plan
ESWG	Education Sector Working Group
EU	European Union
FCDO	Foreign and Commonwealth Development Office
FLS	Foundational Learning Strategy
GA	Grant Agent
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GPE	Global Partnership for Education
GPI	Gender Parity Index
ITAP	Independent Technical Advisory Panel
JICA	Japan International Cooperation Agency
JRES	Joint Review of the Education Sector
LARS	Learning Assessments in Rwandan Schools
MEL	Monitoring, Evaluation and Learning
MINALOC	Ministry of Local Government
MINECOFIN	Ministry of Finance
MINEDUC	Ministry of Education
NER	Net Enrolment Rate
NESA	National Examination and School Inspection Authority
NGO	Non-Governmental Organisation
NIR	Net Intake Rate
NISR	National Institute of Statistics of Rwanda
NSAL	National Strategy for Accelerated Learning
NST1	National Strategy for Prosperity and Transformation 1
P1 – P6	Primary 1 to Primary 6
PC	Partnership Compact
PER	Public Expenditure Review

PRISM	Project to Strengthen Primary School Mathematics and Science with the use of ICT.
QBE	Quality Basic Education
REB	Rwandan Basic Education Board
RENCP	Rwandan Education NGOs Coordination Platform
SCG	Systems Capacity Grant
SDG	Sustainable Development Goal
SDMS	School Data Management System
SEN	Special Education Needs
STEM	Science, Technology, Engineering and Mathematics
STG	Systems Transformation Grant
TBC	To Be Confirmed
TES	Transforming Education Summit
TLM	Teaching and Learning Material
TMIS	Teacher Management Information System
ToC	Theory of Change
TTC	Teacher Training Colleges
TVET	Technical and Vocational Education and Training
UK	United Kingdom
UN	United Nations
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

1. Introduction

This Partnership Compact demonstrates the strong commitment of the Government of Rwanda to the transformation of education in Rwanda by ensuring **inclusive quality teaching and learning for all girls and boys**.

This Partnership Compact (PC) has been developed through an inclusive, government-led, and evidence-based process which started with the setting up of a Task Team comprising the Ministry of Education (MINEDUC) and representatives of the different stakeholder groups of the Education Development Partners (DP). Members of the Task Team, which was chaired by the Permanent Secretary of MINEDUC, included the Education Advisor of the Foreign, Commonwealth and Development Office (FCDO is the Coordinating Agent for Global Partnership for Education in Rwanda), donors, civil society, Teacher Union and United Nations (UN) organisations.

The development of this PC followed the steps described by the Global Partnership for Education (GPE) Compact Development Guidelines (February 2023) and started by using the Initial Screening and Enabling Factors Analysis Templates. The Task Team met to respond to each question in the Initial Screening Template using key documents such as the Education Sector Strategic Plan (2018/19 – 2023/24), the National Strategy for Transformation 1 (NST 1, 2017 – 2024), various education policies¹, annual education statistics, learning assessment reports, and joint education sector review reports. The education sector progress and challenges were analysed with respect to the four enabling factors given in the Enabling Factors Template. Consultations with partners through the Education Sector Working Group² (ESWG) were conducted to complement the Enabling Factors Analysis. The analysis is summarised in Chapter 3 of this PC. Three policy areas, with potential to lead to the transformation of education, were identified at this stage of the analysis. These were Gender (equalizing learning outcomes between girls and boys), Early Learning (enhancing the acquisition of foundational learning skills in primary school) and Quality Teaching (increasing teacher capacity to deliver effective and inclusive lessons through strengthening of pre-service and in-service support). Since then, this has been further refined and developed by later consultations during the development of this PC.

The initial country analysis and supporting documentation were shared with the GPE for review on 28th February 2022. The GPE country lead provided feedback to the initial country analysis. The final country analysis was endorsed by the ESWG and submitted to the GPE on 9th March 2022. The Independent Technical Advisory Panel (ITAP) issued the draft report of the review of the Initial Screening and Enabling Factors on the 31st March 2022. This was reviewed and responded to by MINEDUC and the ESWG in April 2022. Having incorporated the responses and additional documentation provided in response to the ITAP's draft report, the ITAP subsequently released its final report for the GPE Board in September 2022.

¹ The policies can be accessed from: <https://www.mineduc.gov.rw/publications/education-policies>

² Education Sector Working Group is the Local Education Group for Rwanda.

The ITAP review prioritised the enabling factors as: MEDIUM for Data and Evidence; MEDIUM for Gender-Responsive Planning, Policy, and Monitoring; MEDIUM for Sector Coordination; and HIGH for Volume, Equity and Efficiency of Domestic Financing.

The second stage of the development of the PC started with the appointment of two consultants (a national consultant and an international consultant) in January 2023 to provide technical assistance. The Task Team was reactivated. A literature review took place of the existing and new literature including the ESSP, Learning Assessments in Rwandan Schools (LARS) reports and the Foundational Learning Strategy (FLS). A review of these documents helped to identify the key themes and develop a draft Theory of Change (ToC). A stakeholder consultation took place on the 8th February 2023 and an online survey was conducted with education stakeholders with 35 responses. These consultations identified **Improved Inclusive Quality Teaching and Learning** as the prioritized policy reform area on which to focus the transformation of the Education Sector in Rwanda through the PC. This policy reform area will have the following outcomes: *(1) Improved foundational literacy and numeracy, (2) Timely enrolment and progression in foundational grades and beyond, and (3) Enhanced education sector capacity, coordination, leadership and financing.*

Based on these activities, the draft PC was developed, and the ToC amended. This was followed by several reviews of this PC and the ToC by the Task Team and MINEDUC officials, including the Permanent Secretary. A meeting of the ESWG was held to review the PC. This draft PC was amended based on feedback from these consultations and endorsed by the ESWG.

This PC presents an overview of the prioritized policy reform area. This is done through a diagnosis of the gaps in programming and the proposed interventions to address these gaps which will lead to transformation to the education system. This is followed by an analysis of the enabling factors and the monitoring and evaluation to take place. The current and potential funding from GPE, as well as the complementary activities of education DPs are presented, and the document ends with a statement of support for the PC from MINEDUC and the ESWG.

2. Priority Reform Overview

2.1 Introduction

The 2022 Census (National Institute of Statistics of Rwanda, 2023) shows that 44.5% of Rwanda's population is under 18 years of age, which presents opportunities for the future workforce, and critical challenges if this large proportion of the population does not acquire quality education to gain requisite skills to become quality human capital. The Gross Enrolment Rate (GER) at primary school is 149.8%, indicating that there are large numbers of over age children in Primary school, and the net enrolment in Primary school is 98.9% (MINEDUC, 2022a). The GER for Lower Secondary school is 56.9% and for Upper Secondary school is 29.7%, which indicates that there are a large number of dropouts after Lower Secondary school is completed.

Even though the net intake rates for Primary education high, it is estimated that half of the children complete primary education without solid foundational skills. Sustainable future human capital requires investment in the child's early years of life through optimal school readiness programs is needed to provide these foundational skills. Currently, only 25.9% of young children in Rwanda are enrolled in formal early learning programmes. Statistics show that a total of 29,694 children with disabilities attend schools from pre-primary up to lower secondary levels, representing a mere 0.7% of the total population (4,033,046) of learners enrolled in education system (MINEDUC, 2020). This means that there is a large number of children with disabilities out of school, especially in rural areas where basic disability infrastructure and related services are rare. To address this, there has been renewed focus on how better foundational learning can be transformed to be gender and disability inclusive, which will act as a catalyst to education transformation.

A recently conducted study by UNESCO (2022) highlighted five key priority challenges affecting education in Rwanda: poor teacher quality; rapidly shifting language policies and a lack of phased implementation resulting in low learning outcomes; inadequate implementation of the Competence Based Curriculum (CBC); inappropriate use of learning assessments; and complex supervision and monitoring structures. These five areas echo the evidence-backed priorities and strategic interventions in the Foundational Learning Strategy (FLS, 2022/23 – 2027/28). Some of the causes for the low learning outcomes have been identified to be lack of school readiness, poor quality instruction, the dropout and re-enrolment situation and the associated loss of learning, lack of quality TLM, and the general lack of sustained monitoring of learning. It should be noted that quality foundational learning is a catalyst to the improvement of learning at higher levels. When children acquire quality foundational skills, the acquired skills serve as a springboard for further progression to higher education levels.

By conducting an extensive review of key education related documents, and participatory consultation with education stakeholders and the MINEDUC appointed Task Team, three outcome areas have been identified as catalysts for the transformation of the education sector in Rwanda as: 1) *Improved foundational literacy and numeracy*, 2) *Timely enrolment and progression in*

foundational grades and beyond, and 3) Enhanced education sector capacity, coordination, leadership and financing.

2.2 Improved foundational literacy and numeracy.

National learning assessment results have revealed critical learning gaps, and such gaps justify the renewed focus on *Improved foundational literacy and numeracy*. The Learning Assessment in Rwanda (NESA, 2022, LARS conducted in 2021) indicated reading fluency and comprehension for P3 students was 67% in Kinyarwanda and only 10% in English, and numeracy proficiency was 61% when tests were administered in Kinyarwanda but falls sharply to 16% when the tests were in English. It was also found that girls generally performed lower than boys on learning assessment tests (NESA, 2022). Children with low numeracy and literacy at primary level, serve as a predictor for poor performance at higher levels and subsequent poor human capital development.

Teacher capacity and skills are one of the reasons for poor learning outcomes. One third of newly recruited teachers, who also make up a quarter of the teaching force, are not certified to teach in foundational learning (World Bank, 2022). Only 4% of the existing teachers have intermediate to advanced skills in English, which is the language of instruction, and only 38% of P1-P3 teachers met the required standards to teach in English (World Bank, 2018). A large number of interventions are underway to address these and these are given in Chapter 4.1, In addition to the issues of uncertified teachers and inadequate English language proficiency, a 2019 study indicated that teachers had overwhelmingly negative attitudes towards the CBC (Otara *et al.*, 2019). Teacher lack of skills to implement the CBC was identified as one of the key factors for such a negative attitude towards the new curriculum that is expected to be a catalyst to meaningful and transformational learning. A more positive trend has emerged due to a series of continuous professional development programs by the Government of Rwanda in collaboration with development partners, teacher professional development remains a critical area to mitigate gaps in quality teaching. Critical interventions are needed to improve numeracy and literacy. Such interventions include increasing the numbers of teachers trained on effective gender and disability responsive pedagogy to address gender and disability related barriers to access and achievement across all levels of education. To accelerate progress, the National Foundational Learning Strategy, which echoes the Foundational Learning Strategy, identified five strategic priorities, including: improving the quality of instruction at pre-primary and lower primary levels, implementing an evidence-aligned foundational skills curriculum, availing high impact gender-responsive TLM, and mobilising parents and communities for improved access and support for foundational learning. These have been adopted as key areas for this PC.

2.3 Timely enrolment and progression in foundational grades and beyond

One of the key challenges facing Rwanda's education systems is the slow progression of children across grades. Although significant progress has been made with universal access to primary education, less than half of the students who enrol in P1 transition to secondary level (MINEDUC, 2022c). The transition rate from primary to lower secondary for age-appropriate girls and boys is

particularly very low with only 17% net intake rate (NIR). The low net intake rate for secondary is caused by a number of factors, including late (over age) enrolment, high dropout and repetition rates at primary level, which is a significant indicator of inefficiencies in the education sector. Early enrolment and steady progression through the system reduces financial wastage.

According to a study conducted by Laterite (2017), although primary school results have improved, most of the children who complete primary school and secondary school are over age and only a few children are enrolled in age-appropriate grades. For example, the study revealed that, in 2017, only 9.1% of 13-year-old children had completed primary school and only 37.1% of 15-year-old children had completed primary school. This implies high rates of overage children and repeaters in the education system.

The Ministry of Education statistics indicated that the dropout rate in primary schools increased from 7.8% in 2019 to 9.5% in 2020 and the repetition rate also increased from 10.0% to 10.9% (MINEDUC, 2022a). The Special Needs and Inclusive Education Policy established that children with disabilities are 4 times more likely to drop out of school and have 18% greater chance of repeating a primary school class. This demonstrates a need to improve the internal efficiency of the education system in Rwanda.

In summary there is a need to enhance access and improve retention rates and ensure that schools meet minimum functionality standards. Strategic interventions to ensure *Timely enrolment and progression in foundational classes* have been elaborated in the ToC in Chapter 5.1. These include mobilizing parental and community support for improved access and learning, increasing the time spent reading and learning out of school and expanding support for community based ECD programmes.

2.4 Enhanced education sector capacity, coordination, leadership, and financing

To be able to effectively monitor learning outcomes and internal efficiencies, including dropout and repetition rates, there is a need to strengthen the education system's capacity to generate timely data to ascertain performance trends and utilize the information to inform evidence-driven plans and decisions. Although the EMIS is providing data to allow timely monitoring of inclusive education with gender, disability, and age disaggregation, the system has yet to be effective in generating timely data on these variables for effective programming. It was suggested in the LARS (NESA, 2022) that timely capture of learning data has not been effectively done to inform data driven central and district level interventions. To be able to use this information for programming, increased capacity in planning and coordination among education sector stakeholders at all levels is needed.

The Enabling Factors Analysis, completed in April 2022, reviewed key areas around data and evidence; gender responsive sector planning, policy, and monitoring; sector coordination; and volume, equity, and efficiency of domestic education financing. The review highlighted areas in the education system that need to be addressed to facilitate the transformation of education. The

main issues highlighted are the lack of timely and accurate data use and analysis to guide education plans and investment, the widening gender gap at later stages of education, the need for improved coordination and alignment of activities amongst the various education stakeholders, and the need for standardised and efficient use of public funds. This is further elaborated on in Chapter 3, and proposed activities include improved collection and management of gender and disability data and interagency feedback on data usage, improved stakeholder coordination, the development of a financial accountability framework and a strengthened monitoring, assessment and quality assurance system.

2.5 Relevance of the Priority Reform to Advancing Gender Equality

It is important to see gender as a crosscutting component across all activities that are expected to transform the education sector. Advancing gender equality is the main focus of the Girl education Policy and also aligns with ESSP Priority Outcome 7.1: *Ensure gender parity in participation and achievement at all levels of education*. The System Capacity Grant provides opportunities to mainstream gender in education quality improvement. For example, a gender disaggregated approach is considered during teacher training, monitoring and evaluation and financial accountability document and others. The existing gender policy framework has enabled great achievement in gender inclusiveness. For example, there is gender parity in both Gross Enrolment Rates (GERs) and Net Enrolment Rates (NERs) during the period 2017-2021 (GPIs 0.97-1.00) for primary school enrolment. In summary, there is no major gap in primary and secondary schools, although the GPI's are in favour of girls. Despite such achievement, there remains gender gaps that need to be addressed.

Dropout rates are higher for boys than girls at primary school (11.3% for boys compared to 7.7% for girls in 2019/20), about the same for girls and boys for lower secondary (around 11% for girls and boys in 2021) and higher for girls than boys in upper secondary (8.3% for girls compared to 7.1% for boys in 2019/20). Repetition rates have reduced from 16.4% in 2016/17 to 10.9% in 2019/20 in primary schools with the repetition rate being higher for boys than girls. The repetition rate for lower secondary was 8.5% for girls and 9.5% for boys in 2019/20, and the repetition rates for upper secondary were 5.2% for girls and 4.8% for boys. Transition rates from lower to upper secondary are higher for boys (80%) than girls (75%), which shows more girls than boys are at higher risk of dropout out of school without employable skills. There are fewer girls than boys in post-secondary education (54% of girls transition from secondary to higher education, compared to 71% of boys). Girls generally perform less well than boys in the LARS and this gap increases with the level education.

The Laterite (2019) study, in partnership with MINEDUC and UNICEF, concluded that repetition affects mostly younger children entering the education system, dropout affects mostly older children especially in upper primary, at all ages girls are less likely to repeat than boys, and girls progress through the system faster than boys, however girls are more likely to have left school after the age of 16. Issues such as pregnancy and marriage are likely to be a factor involved in this, as well as the death of a family member, shocks at household level which disproportionately affect

girls when compared to boys, period poverty (girls miss up to three days of school a month), and the higher rates of sexual violence that girls experience in and around schools. The 2021 LARS (NESA, 2022) shows girls underperforming at almost all levels and subjects with the gap widening as they progress up the system. Vulnerable girls in the lowest wealth quintile are hugely disadvantaged i.e. only 1% of P3 girls were grade proficiency in English. In response to the high repetition rates, high dropout rates and low transition rates, a National Strategy for Addressing Dropout and Repetition in Basic Education in Rwanda has been developed. Beyond gender disaggregated data on learning outcomes and gender variations in repetition and dropouts, it is important that there is increased awareness in how gender considerations are reflected in all aspects of the education system.

Issues of gender are addressed in the logframe through gender responsive pedagogical skills capacity building, the generation of gender disaggregated data, development of gender and disability responsive teaching and learning resources, community awareness programmes for improved access and learning support, targeted interventions to address dropouts caused by teenage pregnancy, increasing the material available for learning (in and out of school), and the building of gender and disability responsive friendly age appropriate facilities (including separate toilets for girls and menstrual health management rooms).

3. Analysis of Enabling Factors

In February 2022, the Ministry of Education (MINEDUC) completed an analysis of the enabling factors for education system transformation. This exercise reviewed key areas around data and evidence; gender responsive sector planning, policy, and monitoring; sector coordination; and volume, equity, and efficiency of domestic education financing. MINEDUC has committed to address the identified gaps building on successful initiatives implemented over the years and lessons learned. The ITAP report on the Enabling Factors Analysis rated each of these areas using Low, Medium, or High. Low Priority areas need minor investment to help accelerate progress. Medium Priority areas have issues that will significantly delay progress unless they are addressed. High Priority areas need significant reform to address the issues that have been identified otherwise progress on the identified policy priority will be impossible. Since the ITAP report was finalized, based on the feedback from the GPE team, MINEDUC provided feedback on plans and ongoing efforts aimed at addressing some of the areas identified as in need of improvement. The system capacity grant approved by the GPE in January 2023 has been prioritized to address some of the gaps.

3.1 Data and evidence (Medium Priority)

Rwanda has a well-established Education Management Information System which produces Statistical Reports on an annual basis (apart from 2020-2021 due to COVID-19 disruptions). The analysis of education data is linked to education sector goals and is longitudinal, involves in-school and out-of-school populations, and is disaggregated to cover age, gender, and specific populations (including refugees, children with disabilities, and geographical districts). The use of data for

district and school-level decision making and the weak link between district authorities was highlighted by the Education stakeholder meeting that was convened on 8th February 2023.

The ITAP report classified Data and Evidence as **MEDIUM Priority** and highlighted the lack of timely and accurate data use and analysis to guide education plans and investments at district level which presents a risk to future progress and may exacerbate inequalities between districts and vulnerable populations (ITAP, 2022).

Recent initiatives to improve data management include the development of a Quality Assurance Management Information System for school inspection and reporting, capacity building of district authorities, and work to integrate and upgrade the Education Management Information Systems. With the GPE System Capacity Grant, capacity building of school head teachers, districts directors of education, MINEDUC and its agencies staff on data management and use are ongoing.

3.2 Gender-responsive sector planning, policy, and monitoring (Medium Priority)

The Rwandan ESSP, which covers the period 2018-19 to 2023-24, was endorsed by the Joint Review of the Education Sector (JRES) in November 2017. This plan was guided by the national development process, and national and international education policies which include the National Strategy for Prosperity and Transformation 1 (NST1), the Education Sector Policy 2003, the Nine Years Basic Education Implementation Policy 2008, the Rwandan Girl Education Policy 2008, Agenda 2063, the Sustainable Development Goals (SDGs), and the East African Community (EAC) Vision 2050. MINEDUC is responsible for the overall management of education (including policies, planning and coordination), whilst the District Administration is responsible for the delivery of education services (and planning) at district and school level. District priorities and resource allocations are determined by the district development plans and these can be hindered by inadequate planning capacity, especially in education, at district level.

The ITAP rates this enabling factor as **MEDIUM Priority** due to the widening gender gap at later stages of education, and the need to strengthen implementation mechanisms to remove gender-related barriers to access and outcomes. Activities in this Compact document have been proposed to address the issues of planning capacity across all levels of the education sector.

Since the ITAP report, improvements have been ongoing in planning. There are ongoing efforts to develop planning tools (e.g. projections, costing, etc.). A Mid-Term Review of the ESSP has recently taken place and the report is in draft form. Rwanda has a policy on Girls' Education which is currently being updated. This policy ensures that both girls and boys have equal access to quality education at all levels of education. The ESSP strives to achieve gender parity in participation and outcomes at all levels of the education system.

3.3 Sector coordination (Medium Priority)

MINECOFIN outlined an aid coordination mechanism in 2002 across all sectors. In 2015 this was followed by a clear policy for coordination. In the education sector, the ESWG meets quarterly to coordinate stakeholders in the education sector, and it is supported by the three sub sector working groups for Basic Education, TVET and Higher Education. The ESWG is chaired by MINEDUC and co-chaired by FCDO and UNICEF, and comprises other Ministries, donors, education DPs, UN organisations and the Rwandan Education NGOs Coordination Platform (RENCP). A common theme running through the meetings of these groups is the need for improved coordination, alignment, and geographical coverage of the activities of the various stakeholders. An assessment of the coordination mechanism took place in 2020, which is now awaiting endorsement for implementation of the recommendations.

MINECOFIN is responsible for the national budget and the budgetary support to education. Financial aid is not pooled within the education budget, except for the GPE ESPIG grants. Coordination of NGO's funding and alignment with the Government of Rwanda interventions remains a challenge.

The relevant sector coordination mechanisms for education are in place, however the link between national and district and local levels is weak, as well as there being a need to strengthen coordination with DPs. The ITAP rated this enabling factor as **MEDUM Priority** due to the scattered nature of many of the DP activities that remain independent of the ESSP, and the lack of a holistic, financial picture of the sector.

Since the ITAP report was produced, a mapping of the Development Partners (DPs) to improve the coordination of DPs' activities and funding to avoid duplications and to align funding to the identified sector priorities was started and is now close to completion. This will be used as a basis a system which can be used to monitor, coordinate, and align DP activities. MINEDUC established a taskforce to review and update the education sector operational framework and to provide further clarity and strengthen its effectiveness. The draft framework was presented at the ESWG meeting held in February 2023. The framework will be finalised this fiscal year. In addition, MINEDUC, together with World Bank and other partners, is strengthening coordination through the Accelerator Program, which is bringing together partners and government to develop a National Strategy for Accelerated Learning (NSAL).

3.4 Volume, equity, and efficiency of domestic public expenditure on education (High Priority)

The ITAP report showed appreciation of the country's commitment to increase the volume of public spending to match expected GPE benchmarks. It expressed concern over the apparent overestimation of available resources and the wastage of limited means resulting from inefficiencies in public spending. The ITAP therefore ranked the Volume, Equity and Efficiency area as **HIGH Priority**. MINEDUC appreciated the comments in the ITAP report and

improvements have since been made to address some of the challenges highlighted in the report, especially those related to the Volume, Equity and Efficiency areas.

Volume of public spending

The ITAP highlighted issues concerning the limited share of the education budget as a percentage of national budget. Rwanda is committed to increasing the volume of public spending to meet international benchmarks. Since the ITAP report, for the fiscal year 2022/2023, the education sector (Ministry of Education, Affiliated agencies, and Districts) was allocated a total budget amounting to Rwf687.625 billion made up of Rwf573.465 billion as the original budget allocation and Rwf114.170 billion as the projected impact of Cabinet decisions to increase the teachers' salaries and school feeding. Both decisions were taken after the budget approval by the parliament in June 2022. Consequently, the overall revised budget allocated to the education sector represents 21% of the total national budget (excluding debt and other non-flexible budget) with 47% allocated to pre-primary and primary levels of education.

Teacher low capacity and skill has been previously noted as one of the causes for poor learning outcomes. As such, in addition to the recent teacher salary increase, there has been effort by the government to allocate resources aimed at improving teacher quality. For example, from the 2022/23 REB revised budget (29,602,589,446 Rwf) , a significant amount of 17,382,196 369 (58.7%) was particularly allocated to teacher pedagogical capacity building and teaching and learning materials. In addition to the aforementioned efforts, there is also the GPE -Education Sector Program Implementation Grant (ESPIG) amounting to USD 30, 800,000, of which USD 3,077,700 is particularly aimed at improving teacher proficiency in English. All these efforts are aimed at building teacher capacity to improve the pedagogical capacity of teacher and thereby improve learning outcomes. As indicated in section 4 (Complementary Intervention section), there are several other development partners that have sustained interventions in teacher capacity development space.

In general, the budget allocation to the education sector for the financial year of 2022/23 increased by 44% when compared to the previous year of 2021/22. The table below indicates the Education sector budget allocation as a percentage of the total national budget.

Budget support for teacher capacity and skills development

Table 1. Allocation towards education, 2019/20 to 2023/24 (Billion, Rwf)

	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
	Revised	Revised	Revised	Revised	Original	Projection
Government Revised/Original Budget	3,017.1	3,464.7	4,440.6	4,658.4	4,639.7	5,147.1
MINEDUC, Agencies & Districts	313.375	487.132	479.089	687.625	676.139	745.624
MINEDUC, Agencies, Districts & Other sectors	363.765	536.473	521.549	739.733	732.391	788.120

Budget Excluding Debt Service & Other Non-Flexible Funds	1,998.2	2,346.7	2,748.6	3,531.3	3,458.9	3,619.7
MINEDUC, Agencies, Districts & in Other sectors as a percentage of total budget excluding debt & Other non-flexible budget	18%	23%	19%	21%	21%	22%

Equity of public spending

The ITAP expressed concern over the lack of a formula for the sharing of available funds among district to address inequalities. Currently, the Block Grant formula and the education sector earmarked transfer guidelines are used to allocate budget to districts. Allocation criteria include district level poverty as well as specific activities to be implemented and outputs to be achieved. For instance, schools accommodating students with special needs are provided with more financial resources (while allocating Capitation Grant) compared to those without disabilities. This is to ensure that students with disabilities and Special Educational Needs are supported in their learning. Further, with the support from the GPE System Capacity Grant, the Ministry of Education is developing a system for identification, assessment, and referral for learners with disabilities to ensure learners with disabilities are identified early and provided with timely support. The formula for allocations to districts is currently under review.

The GoR has rolled out the school feeding programme to address access barriers, especially for children of poor families. In September 2022, the government released a new directive that limits parents' financial contribution to school feeding in pre-primary and primary schools to 975 RWF per term "in order to end significant disparities in parents' contribution across Rwandan schools, which is often an obstacle for families with limited resources." The GoR is currently developing a sustainable financing strategy (School Feeding Finance Strategy) for the school feeding programme which will contribute to ensuring equitable access to education for all girls and boys, especially those from poor families. There is a need to ensure that school feeding funds are transferred to schools timeously.

Efficiency of public spending

The ITAP expressed concern over the wastage of resources resulting from inefficiencies in public spending. MINEDUC recognizes the need to use available resources efficiently and effectively. Actions have been taken to ensure resources are effectively and efficiently used and that the internal efficiency of the education system is improved. MINEDUC issued Ministerial Instructions regulating the promotion, repetition, and transfer of students. The instructions outline the role of the school head teachers, teachers, parents, and students in reducing dropout and repetitions rates. These instructions have been implemented in all schools. Further, the System Capacity Grant has helped to train schools Headteachers on the financial accountability system to ensure effective use

of the capitation grants. In addition, MINEDUC is currently finalising a national strategy, which has been endorsed by the ESWG, for addressing both repetition and dropout at all levels of education. The intervention measures to address the dropout and repetition will be implemented by all partners.

MINEDUC is using the System Capacity Grant to operationalize a system for monitoring absenteeism, especially in public schools. Through the system, teachers, and school headteachers can detect early signs and symptoms of students at risk of dropping out and repetition. MINEDUC and MINECOFIN, through the System Capacity Grant, are reinforcing financial accountability at district level.

MINEDUC recognizes that there are some areas for improvement in the education system and remains committed to addressing these challenges. The Partnership Compact outlines how these issues will be addressed. *With the progress made to ensure issues related to volume, equity and efficiency are addressed, MINEDUC and the ESWG (the local education group) recommend that the GPE should release the full allocation of the System Transformation Grant.*

4. Delivering Education System Transformation

4.1 Complementary interventions

The ESSP (2017-19 to 2023/24) has strategic priorities which address the issues in the education sector, and it provides a programming framework in which stakeholders in the education system operate. However, there are issues with the alignment of some activities.

The interventions earmarked in this Compact are so substantial that GPE funding alone will not be sufficient to support their effective implementation. As such, the implementation of the envisaged interventions will need the support of other likeminded partners. This is at the heart of the principles of the partnership compact, which calls for, among other things, the collaboration with other partners to ensure that new intervention programmes add value to existing frameworks and processes.

There is an array of partners in Rwanda that are already involved in supporting foundational learning. These partners have also indicated commitment to provide financial and technical support in implementation of the proposed interventions. Country partners already contribute to the priority reform implementation in their unique ways, which will complement and reinforce their strengths and value addition through the Compact approach.

Rwanda is already committed to investing in Foundational Learning for All. Further, the Government of Rwanda is investing heavily in removing school fees, increasing teacher salaries, and removing other barriers to accessing education. Various partners are also supporting the government's efforts. Annex 1 provides key donor financing available for the education sector between 2022/2023 and 2026/2027.

Pre-primary education is being supported through Catalyse EduFinance (USAID is mobilizing private financing for ECDs) and by USAID Tunoze Gusoma (teaching and learning materials, in-service teacher training, and communities of practice for teacher professional development), by the LEGO Foundation (strengthening hands-on quality learning through play for three to six year olds), by the European Union (access to pre-primary, and enhancing quality pre-primary education), by JICA through the Development Policy Loan for the Education Sector, and by EU who will be supporting pre-primary education. UNICEF programmes support foundational learning (expansion of Early Childhood Development (ECD) centres, and design of Early Learning and Development Standards (ELDS), support to the rollout of minimum standards for early childhood education, and support to teacher capacity development on play-based learning). The World Bank's Rwanda Quality Basic Education (QBE) for Human Capital Development Project supports interventions aimed at improving access and quality of basic education, including in foundational learning. To this end, the project is supporting investments to improve the learning environment (e.g., through large scale classroom construction to reduce overcrowding).

Teacher effectiveness is being supported by: UNICEF through the Education Cooperation Programme (ECP) (2018 - 2024); USAID through the Tunozu Gusoma (Schools and Systems) Activity (2021 - 2026); FCDO through the Building Learning Foundations (BLF) (2019-2023); the World Bank through the QBE; and USDA through the McGovern-Dole International Food for Education and Child Nutrition Program (2020-2025) which is implemented by World Visions and JICA PRISM (2021-26). These programmes support teacher capacity development on remediation and play-based learning approaches, early literacy teaching, capacity development of English and Maths primary teachers, teacher training in pre and lower primary respectively and digitalization of pre-service teacher education at TTCs. The UNICEF programme supports gender-responsive pedagogy and inclusive education, implementation of remedial learning in primary education, enrolment increase, and dropout and repetition reduction (support to the development of a strategy to reduce dropout and repetition, and community engagement to enrol children in schools). Through complementary financing from several trust funds, including the Accelerator Program, the World Bank is also providing capacity development support and facilitating policy dialogues on the foundational learning and the inclusive education agenda. The proposed JICA programme (Development Policy Loan for the Education Sector) will support the strengthening of Teacher Training Colleges (TTCs), digital education transformation and improvement of student retention in primary education.

Teaching and learning materials are supported through the FCDO funded Building Learning Foundations Programme (BLF, development and distribution of pupil activity books for mathematics and English for P1-P3), the QBE (textbooks, teacher guides, and core literacy package materials for core subjects in P1-P3), by UNICEF (digital textbook development and digital remedial learning), by USAID Tunozu Gusoma (supporting development/revision of textbooks, teacher guides and other reading materials in Kinyarwanda and supporting REB in developing English book levelling guides), by the World Bank (QBE supports provision of teaching and learning materials including textbooks, teacher guides, and core literacy package materials for core subjects in P1-P3), and JICA (digitalization of pre-service teaching and teaching and learning materials, as well as the use of online assessment through the REB e-learning Platform).

Community Engagement is being supported through BLF (capacity building of School General Assembly Executive Committees of primary schools in inclusive foundational teaching and learning through School Improvement Plans), by the USAID Uburezi Iwacu (Homes and Communities) and Tunozu Gusoma Activities (creating community libraries, reading clubs, parent peer support networks and other community-level reading initiatives, and training of Parent Teachers Associations and School General Assembly Executive Committees), and by both USAID and UNICEF (communication of key messages around foundational learning, community engagement and participation in children's learning). School feeding and related programmes (including Home Grown School Feeding) are being supported by the World Food Programme (WFP) and partners.

Monitoring and assessment is supported by BLF, who provides support to NESAs on the development and use of the Comprehensive Assessment Management Information System (CAMIS) and School Inspection Framework. The BLF ends in September 2023 which will leave a gap in this area. USAID Tunozu Gusoma supports capacity development in REB/NESA and at the district and sector level around data management and analysis. The European Union will support good governance. UNICEF supports system strengthening (support to the integration of the Education Management Information System, the digital transformation strategy, the development of a financial model to connect schools to the internet, and a costing exercise to reduce dropout and repetition).

There is currently underfunding in secondary education (Languille, 2023), with only 4.6% of DP funding being used for secondary education. Due to the low transition rates from primary to secondary, this is reflected in the DP funding and activities in the education sector being focused on primary education (40.3% of DP budget), TVET (secondary and post-secondary levels, 25.2%) and higher education (20.3%). It is hoped that the interventions being proposed under this PC will lead to improved retention and learning outcomes at secondary level.

4.2 Financing of the policy priority and the enabling conditions

The policy priority for Rwanda was identified as “*Improving Inclusive Quality Early Teaching and Learning for All Girls and Boys*”. With the compact process and recent work done in the sector, e.g. the development of the Foundational Learning Strategy, the National Strategy on Dropouts and Repetition and the Mid-Term Progress Report on Implementation of Education Sector Strategic Plan’s Activities, it is clear where financing of the sector needs to be prioritized. There are currently three existing GPE grants (ESPIG, Multiplier Grant and the SCG), one potential grant (the Systems Transformation Grant) and one recently completed grant (the COVID-19 Accelerated Grant).

Education Sector Program Implementation Grant (US\$30.8 Million)

The Education Sector Program Implementation Grant (ESPIG) runs from July 2020 to June 2024. The Grant Agent (GA) is UNICEF, and the original GA was the Department For International Development (UK) (this changed in 2020). The ESPIG has two tranches: the fixed and variable tranches. The purpose of the grant is to support the implementation of the ESSP. The programme components are as follows:

1. Teacher training in curriculum delivery with emphasis on English teaching and teachers’ English proficiency and Inclusive Education (US\$2.06 Million);
2. Curriculum Development and procurement of teaching and learning materials, readers and materials for learners in pre-primary, and upper primary including for children with special education needs (US\$7.95 Million);
3. Enhancing STEM in pre-primary, primary and lower secondary (US\$5.22 Million);
4. School infrastructure in lower secondary (US\$5.33 Million); and
5. Variable Part/Disbursement Linked Indicators (for three areas: learning outcomes, equity, and efficiency).

Multiplier Grant (US\$30 Million)

The Multiplier Grant runs from November 2022 to July 2026. The GA is the World Bank. The focus of the grant is to enhance teacher effectiveness for improved student learning, improving the school environment to support student learning, developing institutional capacity to strengthen teaching and learning, and accelerating learning and building resistance. The project aligns to the ESSP and focuses on basic education. It supports activities that focus on the need for ensuring adequate amounts of effective literacy instruction by supported teachers, provision of quality, age-appropriate books, and texts for children, and fostering children's language abilities and love of books and learning. It also addresses the challenges of the COVID-19 pandemic, change in the language of instruction, increases in the numbers of teachers, rapid expansion of school infrastructure and the need to strengthen the teaching of science and technology.

System Capacity Grant (US\$1,177,715)

The System Capacity Grant runs from January 2023 to February 2024, and this amount (US\$1,177,715) is part of a larger grant of US\$2.4 Million. The GA is UNICEF. The development of this PC is supported under this grant. Other activities to be supported under this grant include: the strengthening of data systems; training and support for government staff at central and decentralized levels on the collection, analysis and use of data and evidence; and support for implementation capacity, specifically the development of a coherent and operational Monitoring, Evaluation and Learning (MEL) framework.

COVID-19 Accelerated Grant (US\$10 Million)

The COVID-19 Accelerated Grant ran from May 2020 to September 2021. The GA was World Bank. The purpose of the grant was to accelerate learning and build resilience through (i) optimizing and implementing remote approaches for continued learning and (ii) supplement school grants to ensure the safe return to school of all students when the lockdown ended. The response measures included increased provision of hand washing facilities and water tanks, catch-up programs, supplemental grants to provide lunch and learning materials to vulnerable pre-primary and primary students in targeted districts for the first term after reopening, training of teachers in school safety guidelines, and a back-to-school campaign.

System Transformation Grant (US\$31 Million) – *potential grant*

The process for developing this grant will commence once the PC is completed. This grant will run from July 2024 to June 2029. This grant will be used to finance the priority programmes that can help unlock the bottlenecks and achieve system transformation. Activities under all three outcomes (Improved foundational literacy and numeracy, Timely enrolment and progression in foundational grades and beyond, and Enhanced education sector capacity, coordination, leadership, and financing) may be addressed by the STG. It is felt that the focus of the grant should be on the improved foundational literacy and numeracy, as the other areas can be incorporated into this to support this work. This grant will have a competitive selection of the GA to implement which will be done following GPE guidelines.

5. Monitoring, Evaluation, and Learning

5.1 Theory of Change

The general mission of 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.” The vision of MINEDUC is reinforced by the vision of the ESSP, which is: “To ensure Rwandan citizens have sufficient and appropriate competencies (skills, knowledge and attitudes) to drive the continued social and economic transformation of the country”. The ESSP has nine strategic priorities. Fundamental to obtaining these nine strategic priorities is the need to ensure that all learners leaving the education system are literate and numerate. The interventions being proposed for this PC are related to ensuring this literacy and numeracy, and correspond to Strategic Priorities 1 (Enhanced quality learning outcomes that are relevant to Rwanda’s social and economic development), 2 (Strengthened CPD and management of teachers across all levels of education in Rwanda), 5 (Increased access to education programmes, especially at pre-primary, secondary, TVET and higher education levels, in Rwanda), 6 (Strengthened modern school infrastructure and facilities across all levels of education in Rwanda), 7 (Equitable opportunities for all Rwandan children and young people at all levels of education), and 9 (Strengthened governance and accountability across all levels of education in Rwanda) of the ESSP.

Analysis of the education sector has shown that there are issues with low foundational literacy and numeracy. The causes of this are complex. In 2008, English became the official language of instruction in primary with implementation of this policy change starting in 2009. This was modified in 2011 when Kinyarwanda started to be used for the first three grades, with English remaining from P4 onwards. The policy was then revised in 2019 so that all children should be taught in English from P1, which is not happening. In practice, successfully implementing such rapid shifts in language policy has been nearly impossible. This is due to a lack of planning and resources for such dramatic changes, inadequate teaching and learning materials in English and a teaching force that lacks the language skills necessary to deliver instruction and monitor student performance adequately. In addition, English skills are lacking in the school leaders, inspectorates, national decentralised staff and there is a need to adapt the curriculum, TLMs etc to English. To further complicate the situation, there is not yet an enabling environment to support Rwanda's 2016 shift to a competence-based curriculum emphasizing higher-order, and critical thinking skills. Teachers are the primary mechanism by which the competence-based curriculum should be delivered. However, little evidence is available to show if teachers themselves have the competencies they are intended to foster in their students, complicating implementation of the CBC. Teacher attitudes toward the new competence-based curriculum and its students’-centred approach have also been found to be problematic. A 2019 study of 165 primary school teachers found that many teachers had a negative attitude toward learner-centred pedagogy (Otara et al., 2019). A well-trained and qualified teaching workforce, and particularly primary school teachers entrusted with ensuring foundational literacy and numeracy skills, is key to driving the government’s education sector reforms and goals to improve education outcomes. Further

complications are related to low attendance in ECD. Attendance of ECD is important for school readiness and progression through school. It has been shown that age is a strong predictor of dropout (Laterite, 2019) with children over age for a school year more likely to dropout. The same study indicates that boys are more susceptible to drop out due to economic condition especially in rural areas. Therefore, targeted interventions to address this situation should be devised. Further, Children with Disabilities are more likely to never attend schools and even when they attend, they dropout early. The Special Needs and Inclusive Education Policy established that a seven to eight-year-old child with disability is three times less likely to start school at the proper age, has an 18% greater chance of repeating a primary school class, and is four times more likely to drop out of school than a child with no disability. More school and community-based strategies are needed to ensure children with disabilities are supported to enrol early and progress through education.

The approach to creating inclusive quality early teaching and learning for all girls and boys needs to be multifaceted to deal with a multitude of issues. The aim is to increase the percentage of children in the population going to school at the right time, to retain them in school, to create a safe environment in which they can learn and thrive, and to ensure that they achieve foundational literacy and numeracy skills. The priority intervention areas to do this are improving the foundational literacy and numeracy, ensuring timely enrolment and progression in foundational grades and beyond, and enhancing the education sector's capacity to support the learning environment needed for this.

To achieve inclusive quality teaching and learning for all girls and boys, the approach taken here is to identify the Outcomes, Intermediate Outcomes, and their Interventions which will focus the activities for the transformation of the education system to provide quality early teaching and learning. The three Outcomes and their Intermediate Outcomes are as follows (these are represented in Figure 1):

Outcome 1. Improved foundational literacy and numeracy.

- i) Improved quality of instruction at pre-primary and lower primary levels.
- ii) An evidence-aligned foundational skills curriculum implemented.
- iii) Improved availability of high impact gender- and disability-responsive pedagogy; and
- iv) Mobilized parental and community support for improved access and learning.

Outcome 2. Timely enrolment and progression in foundational grades and beyond

- i) Enhanced access and improved retention rates of boys and girls and children with disabilities; and
- ii) Schools meet minimum functionality standards (learning environment and infrastructure).

Outcome 3. Enhanced education sector capacity, coordination, leadership and financing

- i) Improved data collection and management of gender and disability data and interagency feedback on data usage.
- ii) Improved stakeholder coordination to harmonize foundational learning interventions.

- iii) A financial accountability framework developed to enhance standardized and efficient use of public funds; and
- iv) Strengthened monitoring, assessment, and quality assurance system

5.1.1 Outcome 1. Improved foundational literacy and numeracy.

Teachers require greater professional development to ensure greater impact in student learning outcomes. High quality teaching provides effective guidance, support, and practice to achieve success for the greatest numbers of students. The focus will be on building teacher efficacy to implement learner-centred and inclusive pedagogies instructional strategies through both pre- and in-service trainings. This will result in the improved quality of instruction at pre-primary and lower primary levels.

An evidence-aligned curriculum focuses instructional time on the skills, abilities, and knowledge that research has proven to be essential for literacy and numeracy development. To this end, the curriculum implementation will be reviewed and gaps in the activities which will improve learning will be identified. Such gaps may include aligning the curriculum content to real learning levels, increases in the amount of literacy instruction, practice and materials for this, and designing and implementing remedial programmes for targeted support.

Literacy and numeracy instruction requires teacher's guides and student textbooks; reading practice requires books at student reading levels in a variety of genres. To be effective, textbooks, reading books and other TLM need to be well-designed and gender-responsive and engaging to girls and boys, in appropriate language and format, in sufficient quantities, and effectively used by teachers and students. Teaching and learning resources will be developed.

Parental and community support will be mobilised to improve access to education, support the learning taking place, and increase support for community based ECD programs.

This Outcome has been aligned to the Foundational Learning Strategy (2022/23 – 2027/28). The following are the intermediate outcomes being proposed to enhance foundational literacy and numeracy:

- Improved quality of instruction at pre-primary and lower primary levels.
- An evidence-aligned foundational skills curriculum implemented.
- Improved availability of high impact gender- and disability-responsive pedagogy; and
- Mobilized parental and community support for improved access and learning support.

5.1.2 Outcome 2. Timely enrolment and progression in foundational grades and beyond

Over the past twenty years, the Government of Rwanda has made significant efforts to improve the coverage and quality of primary and secondary education. Efforts have included construction of new schools and facilities, the development and implementation of a competence-based curriculum, school feeding, and policies to complement these activities and to ensure that education is inclusive.

The education system is plagued with high rates of repetition, dropouts and over-age children. The uptake of pre-primary is low, as shown by the low NERs. It has been shown that repetition in

Primary 1 is related to students' age (Laterite, 2019). Repetition can be affected by children not being ready for Primary 1 as they have not attended pre-primary.

Missing foundational learning affects dropout and repetition rates which then leads to children not completing their education. This in turn leads to lower skill levels, a reduction in productivity and a reduction in earning capability. Repetition is widespread through the education system and results in classes having wide ranges of ages and often leads to children dropping out. It has been shown that dropout increases with each grade, and this is closely related to the students' age (Laterite, 2019). Repetition also burdens the education system with additional children which are not predicted by the age-cohort calculations. This has implications for resource requirements and places additional pressure on the education system.

A number of interventions will be carried out to address these issues of late entry to school, not doing pre-primary, dropout, and repetition. The interventions include: mobilisation of parents and communities to support education, especially those who are most vulnerable; the strengthening of Family-School-Community partnerships; construction of additional pre-school classrooms; early identification of children with disabilities (CwD); consolidate, increase investment, improve quality and expand school feeding to all levels of basic education; Implementation of remedial learning programmes; providing support to vulnerable children and assistive devices and disability-friendly infrastructure to CwD, targeted interventions to address dropouts due to pregnancy; the development of an Early Warning System for detection, mitigation, repetition and dropout; the building of additional facilities which are gender-friendly, disability-friendly and age appropriate; establishing a conducive social-emotional environment to enhance psycho-social wellbeing; and reduce absenteeism. The following intermediate outcomes will be met by these interventions:

- i) Enhanced access and improved retention rates of boys and girls and children with disabilities; and
- ii) Schools meet minimum functionality standards (learning environment and infrastructure).

5.1.3 Outcome 3. Enhanced education sector capacity, coordination, leadership and financing

This outcome focuses on addressing the issues raised in the Enabling Factors Analysis. The four areas analysed in the Enabling Factors Analysis were: data and evidence; gender and disability responsive sector planning, policy, and monitoring; sector coordination; and volume, equity, and efficiency of domestic education financing.

The use of data for district and school-level decision making and the link between district authorities which are under the Ministry of Local Government (MINALOC) and MINEDUC have been highlighted as areas that need attention. The various MINEDUC computerised systems will be integrated into one coherent and user-friendly system to facilitate easy collection and interpretation of data for planning, monitoring, and reporting for decision making. The capacities

in data collection, analysis and use at all levels of the education system will be enhanced. This will be supported by complementary activities being carried out by DPs and NESAs.

Coordination will be improved at all levels. As the District Administration, which is part of MINALOC, is responsible for the delivery of education at district and school level, there is a need to enhance accountability, planning and implementation capacity and coordination in education at district level to ensure that education activities align with the ESSP which is inclusive (to remove education barriers for vulnerable populations including girls and children with disabilities). Coordination, alignment, and geographical coverage of the activities of various stakeholders which aligns with the ESSP targets and priorities will be improved. This needs to include development partners, civil society organisations, MINEDUC's seven agencies and other ministries, as well as between MINEDUC and the districts (MINALOC).

A financial accountability framework will be developed for the Education Sector. This will provide a framework for a holistic financial picture for the sector which will improve planning, lobbying for and utilisation of funds. A revised formula for distribution of funds is currently being developed for the inclusive allocation of funds to districts and schools. Selected recommendations from the Public Expenditure Plan will be implemented.

Quality education systems rely on decentralized governance structures operating at the school and system levels. These providers of education have a marked effect on the quality of learning in schools and the quality of the system (Spicer *et al.*, 2014). Regular school visits are an essential support and accountability strategy, as inspectors collect information on the quality of the school and evaluate learning progress. Equally, the accessibility of accurate assessment data is essential to inform teaching, learning, and data-driven decision-making efforts. The monitoring, assessment and quality assurance system will be strengthened.

The intermediate outcomes proposed to address the enabling factor issues are as follows:

- i) Improved data collection, management of gender and disability data, and interagency feedback on data usage.
- ii) Improved stakeholder coordination to harmonize foundational learning interventions.
- iii) A financial accountability framework developed to enhance standardized and efficient use of public funds; and
- iv) Strengthened monitoring, assessment, and quality assurance system.

5.1.4 Assumptions of the Theory of Change

The ToC is built on the assumptions that:

- i) There will be political will, ownership and commitment towards the priority reforms.
- ii) The capacity of institutions with the mandate to implement proposed interventions will continue to be strengthened, ensuring they are well enabled in terms of human, infrastructure and financial resources required to bring the proposed transformation.

- iii) There will be involvement and buy in from a wide range of stakeholders (including MINEDUC, MINALOC, school leadership, teachers, and the community) particularly in relation to proposed changes to existing structures and legislation.
- iv) There will be continued improvement in governance and Public Financial Management (PFM) processes to ensure required financial resources are timely allocated and disbursed to all levels as well as timely expended. This includes timely provision of Capitation Grants to schools in accordance with policy.
- v) Share of the basic education budget will be increased as it is currently at a disadvantage compared to that of higher levels of education.
- vi) Partners align education financing to the Partnership Compact and there will be improved equitable budget allocation and financial flow to and in education.
- vii) Financial commitments are timely released and utilized.
- viii) Quality data (including formative assessment data) will be available at all levels in time to ensure that overall planning and resource distribution plans are based on evidence; and
- ix) Development Partners and education stakeholders will align financing and activities with improved coordination to the education sector towards achievement of the proposed interventions.

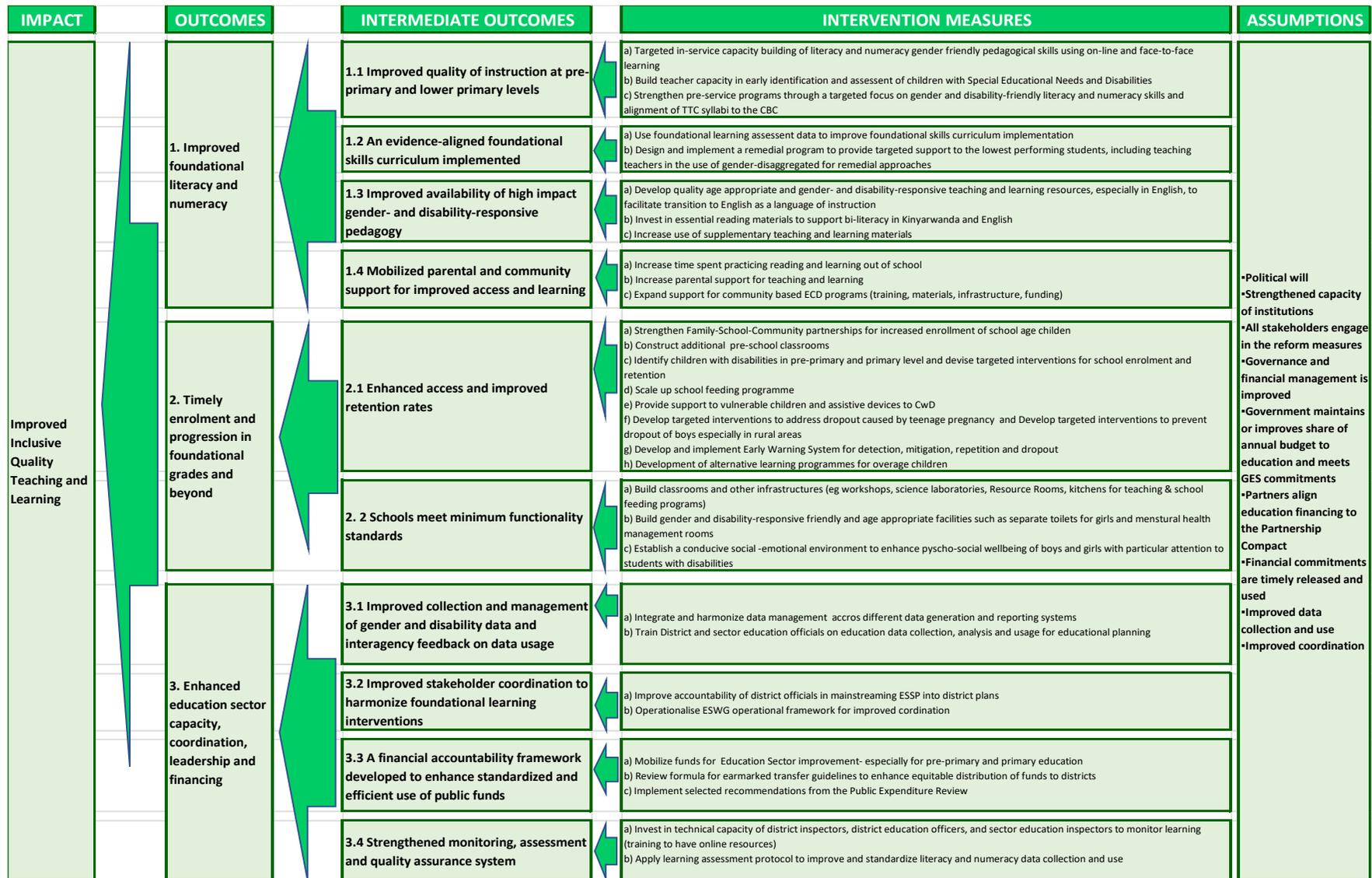


Figure 1. Theory of Change for the Partnership Compact

5.2 Monitoring

5.2.1 Performance indicators

The proposed performance indicators are shown in the table below (Table 2). The relevant indicators from the ESSP are being proposed. The baseline presented here will come from the EMIS and other electronic systems for these indicators. Specific indicators can be added to this table for key interventions established later for the Systems Transformation Grant. The monitoring of these indicators and the PC will be done through the ESWG meetings, DP mapping, annual EMIS data collection and analysis, and the JSER. It will be augmented by programmes implemented in Rwanda by partners as needed.

5.2.2 Monitoring responsibilities

The monitoring responsibilities are given in the table below with the proposed performance indicators.

Table 2. Proposed indicators for monitoring the Partnership Compact

Proposed Indicators – all indicators to be disaggregated by gender and disability	MoV	Responsible Agency
Outcome 1. Improved foundational literacy and numeracy		
Percentage of learners meeting benchmark for English in P3 disaggregated by girls and boys, and disability	LARS	NESA
Percentage of learners meeting benchmark for Kinyarwanda in P3 disaggregated by girls and boys, and disability	LARS	NESA
Percentage of learners meeting benchmark for mathematics in P3 disaggregated by girls and boys, and disability	LARS	NESA
Number of TLMs distributed to schools (disaggregated by subject-Kinyarwanda, English, and Mathematics and by type of TLMs: textbooks, teachers guide and learning materials)	Monitoring reports	MINEDUC
Outcome 2. Timely enrolment and progression in foundational grades and beyond		
Number of additional classrooms constructed for Pre-school	EMIS	MINEDUC
NERs in pre-primary for girls and boys, and disability	EMIS	MINEDUC
Dropout rates P1-S3 for girls and boys, and disability	EMIS	MINEDUC
Repetition rates P1-S3 for girls and boys, and disability	EMIS	MINEDUC
Transition rates from Primary to Secondary	EMIS	MINEDUC
Number of schools implementing Early Warning System to detect students at risk of dropout and repetition	Schools Improvement plan	MINEDUC
Outcome 3. Enhanced education sector capacity, coordination, leadership and financing		
District Performance indicators incorporate efforts to address dropout and repetition	District development plan	MINEDUC

Proposed Indicators – all indicators to be disaggregated by gender and disability	MoV	Responsible Agency
Number of education officials trained in the use of learning assessment data to inform teaching and other education improvement interventions (disaggregated by staff category: sector, district, and central level)	Training reports	MINEDUC

* All indicators are to be disaggregated by gender and disability

5.3 Evaluation

It is recommended that a series of evaluations are carried out that have clearly defined objectives which can be used to adjust the programming based on lessons learnt. Evaluations will include, but are not restricted to, a mid-term evaluation, and a final evaluation. Joint learning will be done through Joint Review of the Education Sector (JRES) which is done annually.

6. Statement of Endorsement for the Compact from the Education Sector Working Group stakeholders

We, the members of the Education Sector Working Group (Local Education Group of Rwanda), with the leadership of the Ministry of Education, and FCDO (Coordination Agent for GPE in Rwanda) representing donors, agree with what is described in this document called the Partnership Compact. We declare that we have participated in its construct and analysis and, therefore, we endorse the contents of the Compact.

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Annexes

1. Other major sources of funding and activities in the Education Sector in 2023
2. GPE Funding Requirements Matric Summary - Rwanda
3. Global Education Summit Commitments – Rwanda
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Annex 1. Other major sources of funding and activities in the Education Sector in 2023

Organization	Project name	Start	End	Budget	Project objectives and Components
Government of Rwanda	In-House Production of textbooks Project	2018	2025	Rwf 23 billion	<p>The purpose of the project is to improve the quality in basic education by developing textbooks and providing teaching, learning and materials.</p> <p>Component:</p> <ul style="list-style-type: none"> ● Textbooks printed and distributed in lower primary and lower secondary schools
Government of Rwanda	Rwanda Education Quality Improvement Programme (RwandaEQUIP)	2022	2025	Rwf 79.3 billion	<p>The objective of the project is to transform Rwandan pre-primary and primary schools into powerful schools using an innovative technology and data-driven platform, coupled with high quality learning materials, effective training and ongoing for teachers and school leaders and technology enabled support teams to create 360 degrees support for learning outcomes.</p> <p>Components</p> <ul style="list-style-type: none"> ● Teaching and learning materials digitalized and aligned to Competence Based Curriculum ● Teachers and Head teachers trained on RwandaEQUIP approach to teaching and learning. ● Teaching and Learning Materials Delivered to end users.
GPE	Education Sector Program Implementation Grant	2020	2024	US\$30.8 m	<p>Components:</p> <ul style="list-style-type: none"> ● Teacher training in curriculum delivery with emphasis on English teaching and teachers' English

Organization	Project name	Start	End	Budget	Project objectives and Components
					<p>proficiency and Inclusive Education</p> <ul style="list-style-type: none"> ● Curriculum - Development and procurement of teaching and learning materials, readers and materials including for children with special educational needs ● Enhancing STEM in pre-primary, primary and lower secondary ● School infrastructure in Lower Secondary
GPE	Multiplier Grant	2022	2026	US\$30m	<ul style="list-style-type: none"> ● Enhancing teacher effectiveness for improved student learning ● Improving the school environment to support student learning ● Developing institutional capacity to strengthen teaching and learning ●
GPE	System Capacity Grant	2023	2024	US\$1,177,715	<ul style="list-style-type: none"> ● Strengthen gender-responsive planning and policy development for systemwide impact ● Mobilize coordinated action and financing to enable transformative change <p>Strengthen capacity, adapt and learn, to implement and drive results at scale</p>
European Union	Increase access to and quality of early childhood development in Rwanda	2023	2027	EUR100m	<p>Components:</p> <ul style="list-style-type: none"> ● Access to pre-primary education ● Enhancing the quality of pre-primary education ● good governance, including through promotion of

Organization	Project name	Start	End	Budget	Project objectives and Components
					integrated approaches across key sectors.
FCDO	Learning for all	2015	2023	£88.1m	Financial aid component of £35.3m ended in 2020. Technical assistance component, called Building Learning Foundations, is currently being implemented. It works to improve learning in English and Maths in lower and upper primary. This is achieved through supporting English and Mathematics teachers to teach foundational skills more effectively and inclusively, and by supporting school leaders to prioritise effective and inclusive teaching. The programme supports system strengthening at the school, district and national levels
JICA	Development Policy Loan for the Education Sector (TBC)	2023	2025	US\$100,000	<p>Components:</p> <ul style="list-style-type: none"> • Strengthening Teacher Training Colleges • Towards Digital Education Transformation <p>Improvement of students' retention in primary education</p>
LEGO Foundation	Twigire Mumikino Rwanda – Let's Learn Through Play (TMR)	2021	2025	TBC	<p>Components:</p> <ul style="list-style-type: none"> • strengthening, enabling and embedding hands-on quality Learning through Play for three-to-six year-olds
United Nations Children's Fund (UNICEF)		2022	2024	US\$28,614,439	<p>Components:</p> <ul style="list-style-type: none"> ● The education sector has a functional governance system for the provision of quality, relevant education ● Children including vulnerable children, from early childhood to adolescence, have increased access to inclusive education

Organization	Project name	Start	End	Budget	Project objectives and Components
					<ul style="list-style-type: none"> ● Children, from early childhood to adolescence, including vulnerable children, have enhanced quality of education for improved learning outcomes <p>Girls and boys, including vulnerable children, have improved gender-equitable opportunities in education</p>
USAID	Schools and Systems Project	2021	2026	US\$24m	<p>Components:</p> <ul style="list-style-type: none"> ● Preprimary education systems enhanced to develop, promote and improve emergent language and literacy. ● Lower primary literacy classroom instructions improved. ● School environments improved for increased lower primary literacy outcomes. <p>Education Systems management strengthened for improved literacy outcomes.</p>
USAID	Homes and Communities	2021	2026	US\$17m	<ul style="list-style-type: none"> ● Home Literacy environment improved ● Increased community engagement in promoting Children Home Literacy improved ● Literacy learning opportunity for children with disabilities improved
USDA	McGovern-Dole International Food for Education and Child Nutrition Program	2020	2025	US\$25	<ul style="list-style-type: none"> ● Provide nutritious school meals ● Promote improved health (focus on WASH, construction of latrines and WASH/hygiene education at schools)

Organization	Project name	Start	End	Budget	Project objectives and Components
					<ul style="list-style-type: none"> ● Promote improved nutrition and dietary practices ● Support improved literacy with a focus on building the capacities of teachers and learners in pre-primary and lower primary (grades 1-3) levels to transition from teaching and learning in Kinyarwanda to English. ● Build National School Feeding Program management capacity ● Build capacity of farmer groups to supply food to schools
The World Bank (implemented by MINEDUC)	Rwanda Quality Basic Education for Human Capital Development Project	2022	2027	US\$300m	<p>The project's objective is to improve teacher competency and student retention and learning in basic education.</p> <p>Components</p> <ul style="list-style-type: none"> ● Enhancing teacher effectiveness for improved student learning ● Improving the school environment to support student learning ● Developing institutional capacity to strengthen teaching and learning ● Accelerating learning and building resilience
The World Bank	Accelerator program	2021	2024	US\$ 2.6m	<p>The program provides technical support to MINEDUC, REB and NESAs with the objective of accelerating foundational learning in pre and lower primary.</p> <p>Component:</p> <ul style="list-style-type: none"> ● Foundational Learning Strategy aligns GoR and DP efforts around improved

Organization	Project name	Start	End	Budget	Project objectives and Components
					<p>literacy and numeracy outcomes.</p> <p>Bi-annual workshops are organized with MINEDUC to elevate foundational learning in the national agenda.</p>
World Food Programme	Support Home Grown School Feeding Implementation in Rwanda	2022	205	TBC	<p>The World Food Programme (WFP), in partnership with the Ministry of Education (MINEDUC) Ministry of Agriculture and Animal Source, (MINAGRI), National Child Development Agency (NCDA) Rwanda Bio Medical Center (RBC) Districts, and Development partners including World Vision Rwanda and Gardens for Health International are implementing a 5-year Home-Grown School Feeding (HGSF) Programme funded by the United States Department of Agriculture (USDA), to improve quality education and health outcomes among students through complementary interventions in literacy, school gardens, nutrition education, water sanitation and hygiene. The programme also builds the capacity of smallholder farmers through trainings in addition to facilitating market linkages and access to productive assets.</p>

Annex 2. GPE Funding Requirements Matrix Summary - Rwanda

EDUCATION SECTOR PERCENTAGE ALLOCATION					
FISCAL YEAR	FY 2019-2020	2019-2020 Actual	FY 2020-2021 Original Budget	FY 2021-2022 Projection	FY 2022-2023 Projection
Revised/Original Budget	3,017,050,504,573	2,809,900,666,918	3,245,708,206,238	3,408,390,359,333	4,048,037,656,642
Debt Financing	269,608,164,873	235,476,854,024	335,962,426,810	467,074,800,386	521,735,058,892
MINEDUC ,Agencies & Districts	313,375,825,246	289,498,209,039	492,048,498,248	516,650,923,160	542,483,469,318
MINEDUC ,Agencies, Districts & Other sectors	363,765,968,860	334,459,143,577	544,734,861,125	577,238,395,201	615,370,541,588
Other Non Flexible funds	749,185,441,274	698,296,158,373	697,394,675,126	580,737,580,017	616,215,200,061
Budget Excluding Debt Service & Other Non-Flexible Funds	1,998,256,898,426	1,876,127,654,521	2,212,351,104,302	2,360,577,978,930	2,910,087,397,689
<i>MINEDUC ,Agencies, Districts & in Other sectors as a %ge of total budget excluding debt & Other non flexible budget</i>	<i>18%</i>	<i>18%</i>	<i>25%</i>	<i>24%</i>	<i>21%</i>
<i>MINEDUC ,Agencies, Districts & Other sectors as a %ge of Total Budget</i>	<i>12%</i>	<i>12%</i>	<i>17%</i>	<i>17%</i>	<i>15%</i>
<i>MINEDUC ,Agencies & Districts as a % of Total budget</i>	<i>10%</i>	<i>10%</i>	<i>15%</i>	<i>15%</i>	<i>13%</i>

Annex 3. Global Education Summit Commitments – Rwanda

REPUBLIC OF RWANDA

Kigali, 09/07/2021
N°1337/12.00/2021



MINISTRY OF EDUCATION
P.O. BOX 622 KIGALI

Ms. Victoria Egbetayo,
Regional Partnerships Lead
The Global Partnership for Education

Mr. Umed Partov,
Partnership Specialist,
The Global Partnership for Education

Dear Sir/Madam,

Re: Domestic Finance Commitments – Global Education Summit

Reference is made to the letter dated May 18 2021, where the Global Partnership for Education (GPE) requested the Ministry of Education to make a commitment on domestic financing for education on behalf of the Government of Rwanda by:

- Demonstrating how the Government of Rwanda will either maintain levels of education expenditure at pre-COVID levels, or work to increase the levels of expenditure towards the 20% global benchmark;
- Highlighting additional policy commitments on significant reforms to improve the equity and/or efficiency of public finance for education.

It is against this background that we hereby submit, in attachment, the Rwanda's commitments on domestic financing for education which aims at maintaining the levels of education expenditure at pre-covid levels.

We also take this opportunity to inform you that all schools were closed in Rwanda from 15th March 2020 in order to prevent the spread of COVID-19. School reopening was done gradually from 12th October 2020 starting from tertiary education (ISCED 5-8) to the lowest level (ISCED 0).

Sincerely,



Digitally signed by
MINEDUC (Minister)
Date: 2021.07.09
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Dr. Valentine UWAMARIYA
Minister of Education

Cc:

- Hon. Minister of Finance and Economic Planning
- Hon. Minister of State in charge of Primary and Secondary Education.
- Hon. Minister of State in charge of ICT and TVET
- Permanent Secretary/Ministry of Education

Volume commitment						
Basis for commitment (%)						
Please select one of the boxes below (click on the box):						
<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>		
Education expenditure as a share of total budget (incl. debt servicing)	Education expenditure as a share of total budget (excl. debt servicing)	Education expenditure as a share of GDP	Per capita education expenditure as a share of per capita GDP (by sub-sector)	Other% (Education expenditure as a share of total budget (excl. debt servicing and other non flexible budget))		
Description of education budget perimeter						
Please list all line ministries responsible for elements included in the calculation of education expenditures. Ideally this description should identify where in the national budget relevant elements are recorded.						
Ministry of Education, Ministry of Local Government including Districts (Decentralized Entities), Ministry of Health, Ministry of Agriculture, Ministry of Justice, Ministry of Infrastructure, The Ministry of Gender and Family Promotion, Ministry of ICT & Innovation, Ministry of Finance and Economic Planning, Ministry in Charge of Emergency Management, Rwanda Development Board, Ministry of Public Service and Labour						
Historical and projected expenditures (%)						
Please include all available historical expenditures (executed budget), as well final projected value for the year in which your commitment ends. Inclusion of intermediate values are encouraged but not required. If your commitment ends before 2025 (the duration of GPE's new strategic plan) please provide a brief rationale below (eg. alignment of commitment duration with country MTEF).						
2018/2019 (Actual)	2019/2020 (Actual)	2020/2021 (Revised Budget)	2021/2022 (Approved Budget)	2022/2023 (Projection)	2023/2024 (Projection)	2025
19%	18%	23%	20%	21%	22%	
Rationale (optional):		alignment of commitment duration with country MTEF				
Other indicative policy commitments						
Please describe here any significant policy commitments on equity and efficiency on areas of priority for your country. These might include gender, equality, better management of the teacher workforce, improvements in timeliness and accessibility of data for mutual accountability, national recovery stimulus spending targeting education, as well cross sector imperatives, including restoring/expanding school health and nutrition programs to leave no one behind etc. We also encourage commitments to strengthen the working relationship between Ministries of Finance and Education.						

(1) Increased access to pre- primary education, (2) Ensure Gender Parity in participation and achievement at all levels of education, (3) TVET (Technical and Vocational Education and Training) and HEI (Higher Education Institutions) programmes are responsible to both labour market needs and Rwanda's social and economic development, (4) Reduced Drop out at primary, (5) lower and upper secondary, Improved education quality in primary and secondary education, (6) Increased Technical and Vocational Education and Training, (7) Increased enrolment in STEM related courses in Higher Education and TVET

Other Ministries and LEG

Please indicate if this commitment was endorsed by other ministries as relevant, including the ministry of finance, and has been shared with the LEG:

This commitment was endorsed by other ministries as relevant, including the ministry of finance, and will be shared with the LEG



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Annex 4. Transforming Education Summit Statement - Rwanda



Transforming Education Summit 2022

National Statement of Commitment

August 2022

1. Introduction

Rwanda's development vision is entering a new transformation phase of its population that is regionally and globally competitive and economically and socially secure. In that perspective, the Government of Rwanda (GoR) is investing mostly in quality basic education for all, emphasizing on gender, socioeconomic growth and geographic entities. The primary education net enrollment rates increased (98.9%) in 2020/2021 with 99.1% for females and 98.7% for males.¹

A number of initiatives were taken to enable all children to access and complete basic education, such as building 22,505 new classrooms, distribution of 3,483,123 textbooks to primary schools, distribution of 202,879 English supplementary reading materials/story books, distribution of 5,210 pre-primary curricula and scheme of work, training of 580 caregivers/pre-primary teachers, increase of teachers' salary, providing capitation grants and school feeding to schools (MINEDUC, 2022)²

However, the education system in Rwanda is still facing the challenge of high dropout rates and repetition which reduced the number of children who complete primary education lower secondary education and upper secondary education. The net enrollment rate and gender parity need to be improved at all levels.

The Ministry of Education (MINEDUC) budgeting and planning process is guided by strategic priorities set in the Rwanda Vision 2050; 7 Years Government Program (National Strategy for Transformation, NST1) 2017-2024, as well as the Education Sector Strategic Plan (ESSP) 2018/2019-2023/2024. For example, the ESSP five priorities areas for the 2022/2023 fiscal year are: (1) ensuring access and participation in pre-primary education and all learners attending and completing basic education by constructing new pre-primary classrooms, (2) enhancing science technology, engineering and mathematics (STEM) by establishing new smart classrooms, (3) increasing the use of ICT in teaching and learning by equipping teachers and students with computers devices, (4) strengthening English Language Proficiency, and (5) continuing to support special needs and inclusive education.

2. Learning recovery efforts in Rwanda

To deal with the challenges caused by the spread of COVID-19 pandemic such as closure of schools, the Government initiated different actions to ensure that children continue learning at home. Through the MINEDUC and key partners digital content and lessons were developed and were transmitted to learners through radios or televisions for primary and secondary education levels. The higher learning institutions adopted a transition from face-to-face to online teaching and a blended mode of delivery.

The MINEDUC initiated a remedial learning program to support slow learners, those with learning deficiencies caused by staying at home over a long period without any learning support materials as well as learners who reintegrated from school dropout and out of school children. The program was implemented during weekends, before and/or after normal day classes, depending on the school context.

In addition, the MINEDUC has conducted education campaigns at village levels with the theme: "Back to School Campaigns" with the purpose of ensuring that all children are back to school. Campaigns were conducted house to house by village leaders in collaboration with school leaders and youth

¹ MINEDUC (2022). 2020/2021 education statistical yearbook.

² MINEDUC (2021). 2020/2021 backward-looking joint review of the education sector.



volunteers (Community Education Workers). Campaigns also used messages on radio, TV, WhatsApp, etc.

The Ministry of Education Commitment has the above objectives:

- The percentage of primary, secondary, TVET and tertiary education school/Institutions with internet connectivity will increase,
- The student-computer ratio at all education levels will decrease
- Promote ICT-led education to effectively support and enhance quality of teaching and learning in schools.
- Strengthen the remedial and catch-up learning in all primary and secondary schools so as to support slow learners and out-of-school children reintegrated in schools.
- Continue to promote inclusive education focusing on disability and girl's education.
- Zero out of school program to be implemented.

3. Transforming Education

The Ministry of Education adopted the use of competence-based curriculum for primary and secondary education, aiming at enhancing quality learning outcomes that are relevant to Rwanda's social and economic development, reducing disparities and inefficiencies by removing barriers at supply, demand, and governance levels. The GoR increased teachers' salary and facilities to get loan salary from teachers' cooperative "Umwalimu SACCO", strengthened teachers' capacity development, effectively leading of competence-based curriculum (CBC), teaching and learning process, learning environment and students' welfare. There is an expansion of early childhood education for improved school readiness, engagement of communities and other sectors such as health, child protection, youth skills development. As for school accountability, all schools are audited annually by District audit committee as well as the Office of the Auditor General. The Government is committed to keep high motivated and trained teachers and strengthening comprehensive assessment.

The GoR through the Directorate General of Digitalization expects a digital transformation of the Ministry of Education and its affiliated institutions and improved use of information technologies in teaching and learning. Teachers and school leaders were trained in guidance and counseling aiming at supporting children with mental health-related issues.

A teacher management and development policy was developed to strengthen the teachers' capability of leading teaching and learning effectively. Moreover, the GoR created a department of Teacher Development & Management and Career Guidance & Counseling aiming to ensure effective and efficient management, development and training of teachers.

The GoR adopted school feeding program aiming at feeding learners at school, focusing on those from poor families. Equipped Girls Room per school was created as a strategy to support girls at school with particular focus on supporting girls from poor families.

4. Next steps after the Transforming Education Summit

After the transforming education summit, the GoR through the Ministry of Education will share the resolutions of the summit and needed actions for implementation with its agencies (REB, NESAC, and RTB), districts and stakeholders.



The Transforming Education Summit resolutions will be translated into the national context and the Ministry of Education will use existing mechanisms and structures in partnership with stakeholders.