

**REPUBLIC OF RWANDA**



**MINISTRY OF EDUCATION, SCIENCE,  
TECHNOLOGY AND SCIENTIFIC RESEARCH  
P.O. BOX 622 KIGALI.**

# **Education Sector Policy**

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# EDUCATION SECTOR POLICY

## *Preamble*

After the 1994 genocide, the education sector, as well as other sectors of national life, passed through an emergency situation during which the main objective was to reshape and try to restart the education system which had broken down.

It was in this context that the 1998 Sector Policy was adopted. That policy mainly focused on how to bring a solution to the real exigencies of the prevailing situation, in order to achieve a significant change in the education system after the terrible events that shattered the country in 1994.

A new orientation for education was defined in the 1998 policy and so, a new restructured Rwandan education system has been and still is slowly, but surely, being set up. The Government of National Unity can be proud of some positive results scored in the education sector since the 1998 policy was adopted.

Today, we have entered a new phase which is more developmental and consequently, the education sector needs a new policy. Rwanda like many other countries now finds itself at a crossroads with commitments to achieve certain international development targets, notably Universal Primary Education (UPE) and Education for All (EFA), and a great need to develop other levels of education which remain at a low point. Furthermore, the education system must also fit in the guidelines defined in Vision 2020, the Poverty Reduction Strategy, the Decentralisation policy and the Information and Communications Technology policy. The new Education Sector Policy needs to reflect this new policy environment. This environment calls for all spheres of economic activity to be treated as Sectors, and thus there is a necessity to adopt a Sector Wide Approach (SWAp) to accommodate the contributions of all actors in the sphere of education.

The present document constitutes the first step in this process. Now, that this document has officially been approved, steps are being taken, through the SWAp process, to translate policies into detailed strategies designed to achieve policy objectives. These strategies will be published in the Education Sector Strategic Plan (ESSP). As this Education Sector policy is being developed, Sub Sector policies are also being developed. These include Basic Education policy, Secondary Education policy, Higher Education and Scientific Research policy. Others are Book policy, Curriculum policy and HIV/AIDS policy. After on-going research is completed other key policies shall be developed. These include Teacher Training and Management policy, Language teaching policy, Early Childhood Care and Development and Technical Education policy.

Based on policy options, an Education Sector Strategic Plan (ESSP) will also be developed and will identify among other things indicators to be used in the monitoring and evaluation of policy implementation.

## **POLICY CONTEXT**

### **1.1 Introduction**

Education is a fundamental human right and an essential tool to ensure that all Rwandese citizens - women and men, girls and boys - realise their full potential. The development of human resources is one of the principal factors in achieving sustainable economic and social development. Education and training has been considered as a critical lynchpin to achieve development and poverty reduction in Rwanda.

The major aims of education and training should be: 1) to give all Rwandese people - women and men, girls and boys - the necessary skills and values to be good citizens; and 2) to improve the quality of human life through the formal and informal systems at all levels.

### **1.2 The Social & Historical Context**

The colonial system introduced the school, which was conducted by missionaries. Its objective was to evangelise and to train the administrators of the colonial power. Education in Rwanda was thus characterised by mistrust of traditional values and knowledge, and a literature which conveyed division of the people was extensively distributed.

Historically Rwanda's traditional education system was also characterised by gender imbalances. Women and girls had limited access to education and the education system was characterised by gender stereotypes. Recent data gathered in the 2000 Households Living Conditions and the Tracking Expenditure on Education and Health surveys illustrate such imbalances. The literacy rates are estimated at 47,8% for women compared to 58,1% for men.

With Independence, administrative structures, including a Ministry with responsibility for education, were established and diverse laws securing the general regulation of education were introduced. The system was marked by adjustments and reforms in 1979 and 1981, which did not achieve the intended goals. Rather than correcting the errors of the colonial era, education remained very discriminatory and was not relevant to Rwandese society, culture and values, which resulted in the people losing their patriotism. This was one of the contributing factors to the genocide of 1994.

Post 1994, the emergency phase enabled the relaunching of the education system. At present, education, as well as other sectors of national life, must follow the principles set out in Vision 2020. In this way, it shall play its role in the socio-economic development of the country.

Currently, the Government of National Unity has repeatedly reaffirmed the importance which it attaches to education. The Government believes that education should be aimed at recreating in young people the values which have been eroded in the course of the country's recent history. This work will take place at all levels of education and training: basic education will be generalised; access to higher levels will be achieved on the sole basis of competence; scientific and technological knowledge will be prioritised at all levels; and future populations will learn the true history of Rwanda.

Now is the time to put into practice education's role in the construction of a united, mutually supportive Rwandan society working to achieve the well-being of each of its members.

### 1.3 Macro-economic context

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

- To ensure macroeconomic stability
- To promote economic growth

Inflation is currently running at around 4.4% and the GDP per capita stands at \$260. Agriculture contributes 47% of the GNP, 91% of jobs and 72% of exports. The industrial sector represents 19% of GNP and employs only 2% of the active population. (All data in this paragraph from PRSP, 2002).

Rwanda is amongst the poorest countries in the world. A recent study (EICV, 2001) shows that 61% of the population live below the poverty line. Rwanda's external debt represents around 65% of its annual GNP. Rwanda is currently receiving Heavily Indebted Poor Country (HIPC) debt relief.

The following table shows the main socio-demographic statistics for Rwanda:

Indicators	Values	Source
Total Population	8.2 million	National Census
Population Density	306 people per km <sup>2</sup>	PRSP
Fertility Rate	6.5	Enquête Socio-Démographique
Life Expectancy at Birth	49 years	PRSP
Literacy Rate	49%	PRSP
Primary Net Enrolment Rate	78.3% (2002-2003)	Education Administrative Data
Primary Repetition Rate	17.2% (2001-2002)	Education Administrative Data
Primary Drop-Out Rate	16.6% (2001-2002)	Education Administrative Data

### 1.4 International Development Targets

Rwanda is committed to International Development Targets in Education such as Education for All (EFA) by 2015, narrowing gender disparity in education by 2005, and the use of ICT in Education. It is also committed to regional goals such as Outcome Based Curriculum (OBC) and constant Monitoring of Learning Achievement (MLA), and the development of partnership with donors and the private sector in education. The role of education and training in globalisation cannot be over emphasized and Rwanda recognises the benefits/advantages that it can receive from globalisation.

### 1.5 Broad Directions in National Development and Education

#### 1.5.1 Vision 2020

The Government of National Unity has decided to rebuild Rwanda as a nation, a nation characterised by key values such as: unity, respect for human rights, patriotism and hard work. Rwanda has also decided to build a knowledge-based and technology-led economy.

In the next 20 years, Rwanda should have established herself as a regional service and information centre. This should attract foreign investment. However, as a pre-requisite, an educated work force is needed, which in turn demands a heavy investment in human resource development and capacity building at all levels. Without many natural resources to boast of, the strategic development of the service industry based on ICT is imperative.

Unfortunately Rwanda's current development indicators show that it falls among the 20 least developed countries in the world and 6% of the population presently live below the poverty line. In addition to this, the type, level and amount of skills provided, remain insufficient compared to the high demand for human resources in the transformation of the economy.

The government's primary objective in Vision 2020 for education is to provide Universal Primary Education (UPE) by 2010 and subsequently Basic Education for All (EFA) by 2015. Achieving these targets will mean addressing the high drop-out and repetition rates that are higher for girls than boys and with different underlying causes, and reviewing the school curricula and teaching methodology so as to give people skills for development such as life skills including entrepreneurial, practical and psycho-social skills related to HIV/AIDS. Health Education, hygiene, Environmental protection and gender studies will be given due attention.

Particular attention will be given to the teaching of science and technology at all levels, promoting girls' education especially in science and technology fields in Secondary and Higher Education, Adult functional literacy and the establishment of counselling and career guidance. Against this background, it is necessary to look critically at ways and means of ensuring that education and training continues to provide a strong foundation and that they remain a continuous catalyst in responding to national challenges as they are encountered.

### ***1.5.2 The Poverty Reduction Strategy Paper (PRSP)***

Poverty is not only about low incomes, but incorporates other aspects of life. There is strong linkage between education and poverty. The poverty Profile undertaken within the PRSP shows that the persons who do not have education or have low education have limited access to and control over economic opportunities and are more likely to fall under the poverty line. Given women's and girls' low education and qualification compared to men and boys, they are more affected by poverty. The poverty diagnosis highlights that 62,15% of female-headed households are under the poverty line against 54,8% of male-headed households.

The Government of Rwanda's objective is that every Rwandese citizen - women and men, girls and boys - should be healthy, educated and housed. Education provides the human capital necessary for poverty reduction, making available the only kind of negotiable capital to which the majority of the population will have access.

Key priorities within the PRSP include achieving the International Development Targets (IDTs) of EFA by 2015 and reducing gender inequality in education; the provision of textbooks and relevant curricula at all levels of the system; the training of more teachers particularly at primary level; and the provision of HIV/AIDS education to all children from an early age.

The PRSP also places considerable importance on other areas in the education system such as science and technology with special attention to Information Communication Technology, vocational/technical education and functional adult literacy.

Hence, the government's strategy is:

- Reviewing the curriculum to ensure provision of required values and skills, including values that promote gender equality and equity in all areas of life;
- Encouraging the private sector to absorb some of the increase in numbers, particularly in secondary and higher education;
- Increasing beneficiary contributions, cost recovery and institutions' own efficiency and earnings in higher education;
- Involving communities in the construction, management and supervision of their own primary schools;
- Improving financial control and increasing efficiency in the utilisation of government resources at all levels of the education system.

### ***1.5.3 The Medium Term Expenditure Framework (MTEF)***

The inputs necessary to enable the education and training sector to offer a substantial contribution to the development of Rwanda and its population are very large in comparison with the current economic capacity and skills base of the country. Hence, education and training provision requires careful and sustained planning, guidance and monitoring if it is to produce the necessary skills and attitudes. It also requires **an** accurately targeted and monitored expenditure, as well as a close working partnership of all the actors concerned.

The Medium Term Expenditure Framework (MTEF) is an important tool for achieving this. It provides a 3-year budgetary framework through which Ministries are provided with reliable ceilings within which to develop sector strategies and agreed outputs. However, for the budgeting system to benefit different social categories of the population, the Gender Budget Initiative will be adopted by all government departments including those responsible for education. Like the MTEF, the Gender Budget is concerned with efficiency, effectiveness and transparency, but to this trilogy, it adds equity of the budget. Both the MTEF and the Gender Budget have the following key aims:

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

### ***1.5.4 Decentralisation and Education***

The Government has chosen the path of decentralisation as a way of empowering the population - women and men, girls and boys - to participate in development activities that affect them, including education.

Central Government will remain responsible for policy formulation and national planning for education setting standards and norms, monitoring and evaluation, curriculum production and

approval of educational materials, development. Local Government on the other hand, will be responsible for the execution of policy, planning and follow up of education activities at district/province level and the general administration of schools.

## **1.6 Mission Statement**

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

## **2 STRATEGIC POLICY FRAMEWORK**

This revised education sector policy is guided by Vision 2020 and the Poverty Reduction Strategy Paper (PRSP). There are six pillars upon which this policy is built:

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

### 3 EDUCATION SECTOR ANALYSIS: STRENGTHS AND CHALLENGES

The present system of education and training provided in Rwanda has made significant progress since the events of 1994, but also faces many challenges.

#### 3.1 Early Childhood Care and Development (ECCD)

In 2000, there were 257 nursery schools of which only 2 were government-owned. These pre-schools cater for 18,399 children out of about 2 million pre-school aged children. This is just under 1%. These schools are managed by 527 teachers, the majority of whom have received only in-service training.

In line with other aspects of its mandate, the role of MINEDUC will be at the level of policy-making and supervision. The government does not presently finance pre-school education, but rather offers technical support and plans to give incentives to the private sector to provide such services. In the future, the Government will play an active part in the financing of this subsector. In addition, the feasibility of using existing Primary and other structures to provide such services will be examined, and further data will be obtained to determine the type of service desired by the public and the potential public benefits (for example, enabling mothers to take up employment, older siblings to attend school themselves, etc).

#### 3.2 Primary Education

The MINEDUC Planning Directorate has conducted school censuses annually since 1997 and substantial data is now available as a basis for planning future provision of primary education.

The Net Enrolment Rate has been steadily increasing and is currently 78.3% (2002-2003) for both girls and boys. However, the rates of drop out and repetition are still high at **16,6%** (2002-2003) and 17.2% respectively. Both these rates are generally higher for girls, and the performance rate at the end of the primary cycle of education is higher for boys. The 2000 Households Living Conditions survey estimates the dropout rate at 15% for girls. This is mainly attributed to the fact that girls have relatively greater obligation in supporting their families. The Gross Enrolment Rate has also been increasing and is now over 110.2% (2002-2003). This is because the high repetition rates keep children in classes which are incompatible with their actual age. The teacher/pupil ratio is currently 59.9. This is too high, a fact which is reflected in the practice of double shifting where teachers teach one half of the class in the morning and the other half in the afternoon, effectively reducing time on task for pupils and increasing the workload for teachers. This cannot be good for quality. It should be noted that pupil/teacher ratios vary widely around the country from 1:48 in the capital, Kigali, to 1:69 in Kibungo.

Eleven Teacher Training Colleges (TTCs) – one in each Province – offer both initial and in-service teacher training and help to improve the quality of teaching staff by upgrading existing under-qualified teachers and giving new recruits an intensive basic training. These TTCs have the capacity for approximately 2,500 students in total each year. There are also several private or government-subsidised schools with special sections to train primary school teachers. The number of qualified teachers has increased from 49.2% in 1998/1999 to 85.2% in 2002-2003, although there are still wide disparities according to region. Kigali City and Ruhengeri have almost 100% qualified staff, while Umutara province has less than 50%. At Primary level across the entire nation there are now more qualified female teachers than male

(86,0% to 84,4%). The table below provides details of qualifications of teachers (MINEDUC Administration Data 2002-2003).

Rank	Qualified teachers (with teaching diploma)					Unqualified teachers (without teaching diploma)			
	EMA / ENTA	D3/D5, GradeII /B/C	D6/D7, Rank Iii/a	Total	%	CA/ES 1/..6, CERAI / CERAR/S F	D3/... 7 / A3/Grad e Iii/a	Total	%
Men	309	1799	9382	11490	84,4%	770	1356	2126	16%
Women	571	1923	9287	11781	86	834	1072	1906	14%
<b>TOTAL</b>	<b>880</b>	<b>3722</b>	<b>18669</b>	<b>23271</b>	<b>85.2</b>	<b>1604</b>	<b>2428</b>	<b>4032</b>	<b>15%</b>

There is a three-year plan for the review and revision of the primary school curricula, and textbooks in various subject areas are being developed. A new textbook policy has been finalised, and with the help of donors, there will be increased funding for textbooks over the next few years. There are currently sufficient textbooks in only two subjects, Kinyarwanda and Mathematics. However, both of these textbooks are out of date and are not curriculum compliant. The new textbook policy has the objective of providing one curriculum-compliant textbook per 3 students by 2004 in all primary subjects. However, there is as yet no reliable estimate of textbook life, nor any plan for regular textbook replacement. These aspects will require close monitoring.

Nearly all primary schools practise a policy of double shifting in the first three years of primary school, i.e. having a teacher teach one class in the morning and another in the afternoon, so that children are only in school for half of the day. The more highly qualified teachers are generally put into P4 to P6 where they have to teach more proficiently in French and English, and those who only speak Kinyarwanda and are often under- or unqualified, teach two classes each day to P1, P2 and P3 pupils. These two practices of double shifting and having the least qualified teachers teaching the first three years of primary education may have contributed to repetition rates in P1 of 19.3% (2002) and show serious inefficiency in the system constituting a large burden on already constrained government resources.

The Government aims to achieve UPE by 2010. This will require the rehabilitation and construction of new classrooms, the training of more teachers, the judicious use of the practice of double shifting, and a reduction in the dropout and repetition rates. To ensure that no child is denied the chance of basic education the Government has abolished the current 300 Frw school fees and substituted with an equivalent Capitation Grant.. In addition to the concern over primary school pupils there shall be a special programme for out of school youth (who comprise, largely, war and genocide orphans, the victims of HIV/AIDS, disabled children, etc). These measures will pave the way for the achievement of EFA by 2015. The intention of the Government is to raise, progressively to 9 years of basic education from the current 6 years of primary education.

### **3.3 Secondary Education**

Currently, transition from primary to secondary schools is approximately 37% including all public and private schools; but only 20.6% (2002-2003) for the public schools. Reasons for this low rate include the following: 1) some children fail the end-of-primary-school exam, so have to repeat the year or decide not to continue with their schooling; 2) the direct and indirect costs of sending children to secondary schools; 3) the need, particularly in rural areas, for children to work and do household activities; 4) the distance of the secondary school from the family home; 5) the lack of a secondary school in some districts; etc.

Nationally, the proportion of girls attending Secondary Education is only slightly lower than the proportion of boys (48.0% against 51.9%: Administrative Data, 2002-2003). However, there is wide regional variation: in Gitarama 54.4% of the secondary population are girls while in Ruhengeri girls represent only 43.2% percent. The type of school also presents a variation: there is a higher proportion of boys (almost 60%) accessing public and government-assisted secondary schools, and a higher proportion of girls (again, almost 60%) attending private secondary schools. This is partly due to girls' underperformance at the end of primary school and not achieving the necessary level to enter public secondary schools, and partly due to a preference amongst many families for girls to be attending boarding schools, most of which are private. Girls' performance at secondary level is also inferior to that of boys. Consequently, the education gap between girls and boys widens with implications for inequality in career opportunities.

All of these factors need to be taken into account in order to improve access for girls, particularly in public schools, and girls' performance in all types of school. Meanwhile, the whole secondary curriculum is under review for revision over the next three years, and with the textbook policy now finalised, the development of new textbooks and the provision of these books to all schools is planned.

Initial and in-service training of secondary teachers is concentrated in two centres: one is at the National University of Rwanda (NUR), the other is Kigali Institute of Education (KIE). NUR's annual output is approximately 60 teachers. KIE will have produced at least 300 new teachers for the "tronc commun" (general Lower Secondary) by the end of 2003. In 2001, a distance-training programme (DTP) started at KIE to upgrade under-qualified secondary teachers. This new programme has 10 satellite Distance Training Centres around the country. The first 500 unqualified secondary teachers following the distance-training programme will graduate in 2004/05. The objective is, in the long term, to have every teacher qualified. According to Administrative Data for 2002-2003, only 52.1% of the 7058 teachers in the secondary system are qualified. Of these teachers, approximately 1358 are women of whom only about 25.6% are qualified. Teacher/pupil ratios at secondary level are approximately 1:25.

### **3.4 Vocational and Technical Education**

#### ***3.4.1 Vocational Training***

Vocational training is offered in Youth Training Centers (YTCs) under the Ministry of Public Service, Vocational Training and Labour. These Centres cater for about 2,000 young people out of a total target population of approximately 1 million. There are 22 public and 16 private vocational centres.

The curriculum in YTCs is tailored to the needs of young people with adequate basic education, so those who have dropped out of primary school very early are unlikely to be able to access these YTCs. The proportion of girls is very low and is concentrated in the traditional domains such as tailoring and catering. Only 5,8% of women benefit from the apprenticeship against 9,1% of men and only 2,6% of women benefit from short training. There is an acute shortage of equipment and qualified teachers in most YTCs. Fees are also payable, making access difficult for the poor.

### **3.4.2 Technical and Professional/Vocational Education**

Technical and Professional/Vocational Education are provided at the second cycle of secondary education by the Ministry of Education, Science, Technology and Scientific Research (MINEDUC). Historically, Rwanda has had a shortage of technicians, and where technical education has existed, it has often been of poor quality. This situation was exacerbated by the events of 1994, where some of the few technicians that existed were killed in the genocide or fled the country.

At present, there are only 6 Technical Schools (ETOs) *in the country*. Most technical schools lack adequate equipment. Technical education in agricultural fields is neglected and the participation of girls is still very limited due to the legacy of colonial education policies and gender stereotypes. Technical subjects on offer include Electricity/Electronics, General Mechanics, Public Works/Construction. However, only 4269 out of a total of almost 64936 Upper Secondary pupils (6.1%) is enrolled in Technical Education (Administrative Data, 2002-2003).

Professional/Vocational Education focuses mainly on traditional skills such as secretarial skills, agro-veterinary, nursing and teaching; here girls are well represented. This reinforces gender stereotypes in careers and professional opportunities.

There is a shortage of qualified teachers and the curriculum is not adapted to Rwanda's needs. The system of practical assessment is not properly developed. More than half of the Upper Secondary pupil population (53.1%) is enrolled in Professional/Vocational Education.

### **3.5 Higher Education**

To address the acute shortage of high level and middle level manpower as a result of 1994 genocide, three new institutes have been started in the last few years: Kigali Institute of Science, Technology and Management (KIST), Kigali Institute of Education (KIE) and Kigali Health Institute (KHI). In addition, the National University and the Higher Institute of Agriculture and Animal Husbandry (ISAE) have been rehabilitated. However, Higher Education enrolments are still lower than average south of the Sahara (about 1% against 4%: Vision 2020). There is a relatively low participation of girls in tertiary education, particularly in science, technology and related fields and in public institutions. Private Sector participation is picking up, with women's participation encouraging **at** 51.6%, while in public institutions it remains at 26.8% (2002-2003). The issue of equal access and performance for women in Higher Education Institutions, whether public or private, is being addressed through Higher Education sub-sector policy.

Currently these HE institutes are relying on expatriate lecturers. The Government of Rwanda is committed to a staff development programme by sending a number of recent young

graduates overseas so that they can complete their training to Masters or PhD level and replace foreign lecturers/professors when they return to Rwanda, and intends to initiate postgraduate programmes at Masters and PhD level so as to produce its own university professors and highly qualified executive personnel.

A cost-sharing scheme has recently been adopted for higher education, with students receiving loans from the Government for their studies, and then having to pay this money back when they start employment after graduation. Thus, enrolment in higher education can be expanded, as students now bear more of the costs. This will reduce the burden on already constrained government resources when loans begin to be repaid.

A legal and policy framework guiding higher education has recently been passed by the Cabinet, and this will include harmonising the curriculum and establishing key organs like the proposed Higher Education Accreditation Council.

### **3.6 Scientific and Technological Research**

There are two government funded research institutes, “Institut de Recherche Scientifique et Technologique” (IRST) and “Institut des Sciences Agronomiques du Rwanda” (ISAR), Research in higher learning institutions has not been adequately funded, nor equipped and staffed by qualified personnel. Research has generally been uncoordinated and not harmonised. There is little awareness about the importance of research as a tool of modernisation and social change.

IRST has now 20 permanent researchers. Among them only one has a PhD. There are 6 associated researchers and 16 technicians. Concerning ISAR, there are presently 55 permanent researchers among whom only two have a PhD, and there are 19 technicians.

For the moment, some of the graduate researchers are undergoing Programmes of upgrading and training to doctoral level abroad. Among them there are four from IRST and eight from ISAR. It is the will of the Rwandan Government to re-establish a corps of researchers and technicians of sufficient number in the medium term.

### **3.7 Special Needs Education**

The number of children in Rwanda having special educational needs comprises a much larger proportion of the school-age population than would normally be expected, due to the war and genocide. In particular, disabled, orphans, street children and child heads of family represent particularly vulnerable groups for whom special provision is needed either within the ordinary school system or in special facilities. Some of the children in these categories have been mainstreamed in ordinary school facilities, while others attend the three existing special schools in Gatagara, Butare and Nyamirambo. There is no special consideration for the highly gifted children.

In general, special needs education has not been given much attention in Rwanda and there is a lack of specialist equipment and trained teachers for special needs education. Currently, the Ministry of Health (MINISANTE) is planning a survey to establish an inventory of the nature, types, and severity of disabilities in Rwanda, including amongst children, and the Government hopes to make use of this information, when it becomes available, to plan the provision of appropriate Special Needs facilities.

### **3.8 HIV/AIDS**

The introduction of teaching HIV/AIDS and life skills was initiated in formal and less formal ways in the education system a number of years ago. In primary schools, some teaching has begun on a small scale, concentrated in the P5 and P6 grades, though there is a suggestion that HIV education shall begin in P1. In secondary schools the subject of HIV/AIDS is covered in science lessons to varying degrees. In Higher Institutions students are given advice about HIV/AIDS during their induction, and some limited counselling facilities exist in some of the Institutions.

The teaching of HIV/AIDS in schools (primary, secondary and tertiary levels) shall take account of gender differences. For biological and gender reasons, girls and women are more vulnerable to HIV/AIDS and this must be effectively addressed for better prevention through education.

Since 1998 Anti-Aids clubs were established in all secondary schools and Higher Institutions, but many remain inactive due to lack of materials and proper guidance.

Other initiatives to raise awareness and reinforce teaching of HIV/AIDS have included the use of theatre, songs, writing poems and poster competitions for students in schools. Additionally, the subject of HIV/AIDS is now included in every training session organized for teachers. In November 2001, all Provincial Inspectors and District Education Officers attended training workshops on the subject. It is still true however, that many educators feel uncomfortable about discussing sexual matters with school age pupils, and a lack of openness in the system remains a large hurdle.

HIV/AIDS / life skills education now urgently needs to be integrated and incorporated into the national curriculum at all levels of education, with approved text books and teaching materials produced and disseminated across the country. MINEDUC has an HIV/AIDS Unit which has the responsibility of coordinating interventions by NGOs, International Organisations and other partners, in line with the policy on HIV/AIDS in Education which has recently been adopted. The Unit is also responsible for monitoring and evaluation of interventions.

Presently, the government is lacking detailed information concerning teachers and students affected by HIV/AIDS and its impact on the Education sector. However, an impact assessment for the education sector has been completed and the results should be available for use now.

### **3.9 Trilingualism**

Rwanda has chosen the path of multilingualism. This has economic, social and political justification. Apart from the mother tongue of Kinyarwanda, French and English have been introduced in all schools as curriculum subjects and as the language of instruction from primary grade 4. All three languages are found throughout the education system from primary to tertiary levels.

However, the teaching of three languages from primary level onwards has created problems for teachers who have been in the system for many years and only speak one of the two international languages, and are still expected to teach in both languages at primary level. The country also lacks experts in linguistic disciplines

### 3.10 Girls' and Women's Education

Gender is one of the most obvious areas where there is likely to be inequality in education. The inequality that exists between the sexes becomes more pronounced as the level of education gets higher. This tendency is reinforced in education management and administration positions where there are many more men than women in decision-making roles. This simply reflects the lack of opportunity women have to reach the higher levels of education which would give them the qualifications to reach higher positions in employment.

According to the latest administration data (for the school year 2002-2003), there are more girls than boys enrolled in primary education (girls = 50.4%, boys = 49.6%). Even in secondary education the proportion of girls is nearly equal to the proportion of boys (girls = 49.4%). However, for higher education, there are much larger disparities with many more males enrolling than females. Females represent only around 26.8% in public higher learning institutions

Despite the near equality in enrolment, there are discrepancies between the performance of boys and girls at both primary and secondary levels. Girls perform less well in end-of-primary exams, and hence are enrolled in greater numbers in private secondary schools where the entrance criteria are lower than the public secondary schools and universities.

### 3.11 Science, Technology and ICT

It is recognised that science and technology are increasingly important fields in the Rwandese education system. The Education System in Rwanda should be characterised by enabling pupils and students to think critically and scientifically. At primary level, pupils are taught to observe the environment which surrounds them and are encouraged to learn by handling different objects. A course entitled "Science and Elementary Technology" was recently incorporated into the curriculum. However, the relevant equipment and qualified teachers are not available for effective science and technology teaching.

At secondary level, there are science subjects such as biology, chemistry and physics. However, enrolment in science, technology and related fields remains low. Out of 64936 students in the second cycle of secondary education, only 13282 are in science streams and of these girls account for only 4138. Girls' participation in science and technology is still much lower because of gender stereotyping. There is need for establishing clear and tangible incentives to Science, Mathematics and Technologic teachers and students at all levels especially girls.

At both primary and secondary levels, these subjects suffer from a shortage of laboratory equipment and materials, as well as a lack of adequately qualified teachers. This leaves a poor environment for the teaching of sciences.

At tertiary level, several departments in the faculty of science at the National University are closed and KIST is oriented towards the applied sciences, technology, ICT, etc. There is a shortage in the supply of trained science and technology teachers, although KIE is in the process of training secondary-level science teachers.

ICT is at its embryonic phase in the education system, even though some initiatives have been started for teaching and learning using ICT facilities. KIST and the National University are

just beginning to use the new tools of ICT for distance learning using the African Virtual University (AVU) and KIE has started distance learning for secondary school teachers. The major bottleneck remains the lack of access to electric power, equipment and trained teachers, and lack of awareness of ICT.

### **3.12 Literacy**

Literacy is one of the elementary tools that give greater access to information and knowledge and wider communication. It is one of the basic skills that children learn in schools, and even for those that have never had a chance to go to school, it is a key exit strategy from poverty. Literate women are likely to have fewer children and to have healthier families. A literate population is more likely to take charge of its own destiny and development and to participate in public life. A literate population is also more likely to achieve objectives such as linguistic and cultural development.

Various surveys give an estimate for the literacy rate among the population aged 15 years or more. Perhaps the most reliable of these is the Household Living Conditions Survey (EICV). This puts the literacy rate at 52.4%, although there are large disparities between men's and women's literacy rates (62.5% for men and 51.4% for women). There are also large differences between the rich and the poor. Despite this, there is a positive correlation between literacy and the standard of living: that is to say, if a person is literate, that person is also likely to be richer. There is a need to address the gender gap between the literacy rates of women and men.

The government policy is to raise the rate of literacy to 85% by the year 2010. To achieve this target, it would be necessary to provide literacy training to approximately 500,000 people every year from now until 2010, which is a very challenging target.

### **3.13 Institutional Issues**

There are various bodies which help to manage, regulate, monitor and evaluate the education system. The General Inspectorate is tasked with assuring pedagogical and management standards throughout the school system. It works closely with relevant departments of MINEDUC and through Inspectors at District level.

The National Examinations Council (NEC), established after the 1994 genocide, has assisted in producing an equitable and transparent examination system. Students selection for the next stage has recently been made independent and this is designed to improve its efficiency, and to ensure provision of appropriate examinations at all levels of the school system in a transparent manner.

The National Curriculum Development Centre (NCDC) is the body responsible for developing the content of what is taught in schools, and to a certain extent of the methodology of teaching. This body shall continue to work very closely with the Inspectorate and the NEC to ensure that the curriculum is implemented as intended and that the outcomes of schooling are realised as planned.

The Planning Directorate in MINEDUC has conducted studies in critical areas in education, such as Monitoring Learning Achievement (MLA) and Girls' Education. Together with the detailed yearly statistical data (Administration Data) the Planning Directorate collects at all

levels of the system, this constitutes basic information for educational planning and the management of the education system.

However, there is still low capacity in the education sector, an urgent need for human and institutional capacity building. The Sector-Wide Approach (SWAp) to system management will be able to address this need. Areas requiring strengthening will be identified and prioritised within both formal and non-formal education, and links between the various Ministries and other bodies involved will be reinforced. The role and participation of all stakeholders - Parents Associations, communities, Faith-based organisations, local education officials, including elected people in charge of education up to “Secteurs” level, and school authorities - will be clarified and supported within the SWAp.

Each level from the Central Government to school should develop a Strategic plan

## **4 OBJECTIVES**

### **4.1 General Objectives**

In order to realise the aim articulated in 1.6. above, the following general objectives shall be defined in education:

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

### **4.2 Specific Policy Objectives**

Eight major specific objectives in this policy shall be:

- To ensure that education is available and accessible to all Rwandese people;
- To improve the quality and relevance of education;
- To promote the teaching of science and technology with a special focus on ICT;
- To promote trilingualism in the country;
- To promote an integral, comprehensive education orientated towards the respect of human rights and adapted to the present situation of the country;
- To inculcate in children and sensitise them to the importance of environment, hygiene and health and protection against HIV/AIDS;

- To improve the capacity for planning, management and administration of education;
- To promote research as a mobilising factor for national development and harmonise the research agenda.

## **5 SPECIFIC POLICY STATEMENTS AND ASSOCIATED IMPLEMENTATION STRATEGIES**

The following are general policy statements for various different areas of the education system. Specific, more detailed policy statements for different sub-sectors of the education can be seen in subsector policies. Outlined with each policy statement are the strategies to be adopted in order to implement these policies. Detailed strategies shall be seen in the Education Sector Strategic Plan (ESSP)

### **5.1 Access to Education**

#### *Policies:*

- Basic education shall be provided to all Rwandans - women and men, boys and girls - by 2015.
- Current 6 years of basic education shall progressively be increased to 9 years and where appropriate be under same school administration.
- Universal Primary Education shall be reached by 2010
- Teacher training shall be increased at all levels according to the Pupil/Teacher Ratio
- Early Childhood Care and Development (ECCD) shall be offered to children by involving different partners especially communities and encouraging private sector provision.
- Popular education through functional literacy shall be provided to all people - women and men, boys and girls - taking into consideration their specific constraints, needs and incentives and in the spirit of life long learning.
- Secondary and tertiary education shall be expanded by encouraging day attendance rather than boarding, but taking into consideration the specific constraints and needs.

#### *Strategies:*

- Take measures to ensure internal efficiency of the system
- Increase infrastructure and civil society and faith based organisation's initiatives in construction and management of schools and equipment in accordance with set standards.
- Encourage private schools at all levels and support private initiatives.
- Encourage greater parental participation in the efforts to educate their children, including school construction initiatives.
- Publicise the message that education is for all Rwandese equally, without any discrimination
- Encourage continuing education and distance learning in all types of training (formal, non-formal and in formal).
- Take measures that promote performance of women and men, boys and girls.

- Take affirmative actions to promote the education of girls and women in secondary and higher education in an appropriate manner.
- Establish means for life long learning

## 5.2 Quality and relevance in education

### *Policies:*

- At the same time as increasing access to education, quality and relevance in education shall be given strong attention.
- An outcome oriented curriculum to be used by all schools shall be developed, monitored and reviewed as necessary. Relevant textbooks shall be provided.
- Teacher training through both pre-service and in-service methods with the use of distance learning shall be strengthened. Also different forms of teacher motivation shall be put in place.
- Education will be characterised by the imparting of good values and attitudes in Rwandese culture including critical and scientific thinking and promotion of gender equality and equity; as well as those from outside which are relevant to our national development.
- Development skills such as life skills, practical and entrepreneurial skills shall be emphasized at all levels of the education system.
- All teachers and schools, public or private, shall be inspected and children shall do the same national examinations upon completion of each cycle of education.
- All higher learning institutes and their faculties and courses shall be accredited. The accreditation shall be done on a regular basis.
- Scientific and technological research shall be strengthened in all research centres, including Universities and other Higher Learning Institutions.

### *Strategies:*

- Reinforce the National Curriculum Development Centre.
- Train teachers at all levels of education in sufficient number and quality.
- Reinforce the National Examination Council.
- Reinforce the General Inspectorate.
- Develop, print and distribute a revised and harmonised syllabus.
- Provide relevant textbooks.
- Equip Science and ICT labs
- Review Science and Mathematics curricula and teaching methodology so that they are geared to real life
- Reinforce in the education system the positive values of Rwandese and other cultures through: A curriculum free of any kind of discrimination and gender stereotypes developed also strengthening the teaching of Civics Education at all levels.
- Reinforce the Teaching profession through relevant curriculum, professional ethics and advancement.
- Basic and important skills shall be an important integral part of education at all levels, their teaching and evaluation should provide advancement to higher levels

- A learning environment, in terms of space, equipment and learning materials that takes into account gender differences, i.e. the needs of women and men, girls and boys. For example, existence of separate toilets for women/girls and men/boys.
- Set up a national body for planning and promoting scientific and technological research.
- Carry out studies in critical areas in education and science and technology.
- Provide clear and tangible incentives to teachers and pupils/students in Science, Mathematics and technology disciplines
- Encourage the development of school-based assessment, and train teachers in this competency
- Performance and learning achievement indicators and targets will be established and each institution and programme will be evaluated according to these indicators.

### 5.3 Education System & Management

#### *Policies:*

- The Central Government shall be responsible for setting policy, standards and norms, and for monitoring and evaluation.
- The Provincial and District levels shall be responsible for the implementation of government policy.
- Head teachers shall be responsible for the general running of schools.
- The participation of parents, teachers and users of educational facilities in their management shall be encouraged so as to achieve transparency, accountability, predictability and participation in an atmosphere of good governance.
- Planning and management of the system shall be based on well researched statistics and information
- The cost-efficiency and cost-effectiveness of all activities in the Education Sector will be improved
- There shall be a proper monitoring and evaluation of the system, and a school-based procedure for monitoring learning will be established (*for instance* using the recent MLA study as a model)
- Education acts, rules and regulations shall be reviewed where necessary.
- There shall be full and regular *dialogue* between the Ministry in charge of Education and all its partners.
- All types and levels of education shall be managed through a Sector Wide Approach.

#### *Strategies:*

- Reinforce the planning department at central and decentralised levels.
- Review procedures relating to the management and administration of education for their adaptation and modernisation.
- Revise and update educational legislation.
- Teach school management and administration to all teachers, and ensure that school heads regularly undergo special training.

- Involve parents and communities including elected people responsible for education and Parents/Teachers Associations (PTAs) in the management of the schools that serve them.
- Undertake evaluation in every school on the achievement of government standards and report results to concerned authorities and the general public.
- Teach career guidance and counselling skills to all teachers and practice them at all schools at all levels especially with reference to careers guidance, school hygiene, reproductive health and HIV/AIDS.
- Mechanisms for coordination between MINEDUC and its partners shall be set up and rationalised
- Formal and non formal, Pre-Primary to University Education shall all be coordinated under the same leadership
- A medium (5years) strategic plan shall be developed at all levels from Central Government to schools to indicate targets and responsibilities of each person in implementation.

## **5.4 Financing of Education**

### ***Policies:***

- The government will continue to finance education at all levels. Also, other partners including the private sector, civil society, religious organisations, communities, donors and beneficiaries shall have a clear role in the financing of education.
- Budget allocation proportions for each sub-sector of education shall be reviewed as necessary
- Each head of institution shall be accountable for finances in his/her institution.
- The budget allocation proportion for each sector of education will be engendered in line with the Government's Gender Budget Initiative, in order to match the specific education constraints and needs of women and men; girls and boys.

### ***Strategies:***

- Constantly review the cost-sharing policy to ensure greater and predictable contribution from beneficiaries.
- Encourage the private sector to open and run schools especially at secondary and tertiary levels.
- Review the amount paid in school fees with a view to reducing the burden on parents as much as possible. Poorer families will be assisted in payment of school fees.
- Encourage secondary schools and tertiary institutions to have income generating projects to contribute to their budgets, within the limits of each institution's capacity.
- Schools to prepare and submit an annual plan showing income-generating activities.
- Ensure constant and regular dialogue between the government and different partners, including donors, the private sector and civil society.

- Involve students and parents in institutions' and schools' budget preparation and financial management.

## **5.5 Science Teaching and Information Communication Technology (ICT) in Education**

### ***Policies:***

- Science and mathematics teaching and ICT shall be at the heart of the education system. This shall be taught at all levels of education.
- Links will be started between all higher learning institutions and some secondary schools as a start, and progress to as many secondary and primary schools as possible.
- To take measures that promote women and men, girls and boys access and performance in science and Information Communication Technology.

### ***Strategies:***

- Train a critical mass of science and ICT teachers.
- Ensure practical skills and provide science equipment and computers to identified schools and progressively to all schools, as means allow.
- Establish model Centres of Excellence in Science, Mathematics and ICT at secondary level.

## **5.6 Vocational and Technical Education**

### ***Policies:***

- Diversification of vocational training for primary school leavers shall be given special attention.
- Vocational training opportunities for out-of-school girls and boys and women and men shall be put in place, linking them to literacy programmes while taking into consideration their specific constraints and needs.
- Technical and vocational education for some children after the first cycle of primary and at secondary level shall be strengthened. Appropriate technology shall be the driving force in this training.
- Links will be established between YTCs and second cycle of secondary technical and vocational education so that young people can transfer from a YTC to an upper secondary vocational or technical school.
- Develop these schools into pillars of development in the places where they are located.
- Promote a system of work experience/on-the-job training

### ***Strategies:***

- Establish a technical school in each province and progressively more as means allow.
- Offer pedagogical training/teaching methodology to students in technical and vocational tertiary education, so that these students upon graduation can teach at secondary level.

- Use of local materials for teaching purposes
- Set up a system of collaboration between Technical Schools and businesses carrying out activities in technical fields.

## **5.7 Disparities in Education**

### *Policies:*

- There shall be no disparity in education, be it by sex, region, social group or other reason.
- The current achievements in regard to access of girls to primary and secondary education shall be safeguarded while strengthening their performance especially in Science, Mathematics and Technology.
- The costs and wastage of disparities will be computed, and savings made will be devoted to the improvement of quality.

### *Strategies:*

- Closely monitor girls' and other vulnerable groups' performance and achievement at all levels and take necessary corrective measures.
- Encourage girls' and other vulnerable groups' participation in science and technology related fields.
- Give special attention to female and other vulnerable groups' participation in education, especially popular and functional literacy for women in rural areas.
- Sensitise parents, teachers and communities to monitor girl's and other vulnerable groups' participation and performance in education.
- Establish and strengthen women's associations especially those in rural areas in the field of education.
- Take affirmative action for girls to study science and technology related subjects.
- Support marginalised districts and vulnerable groups.
- To tackle all causes of girl's and women's dropout and low performance at all cycles of education.
- Alternative, non-formal means of education will be available to all who are unable to attend school

## **5.8 Language teaching**

### *Policies:*

- Kinyarwanda, French and English shall continue to be offered in schools: Kinyarwanda as medium of instruction and English and French as subjects in all lower primary schools public as well as private, whilst either English or French will be offered as a medium of instruction in the upper primary cycle and in secondary schools.
- Tertiary level students shall follow their classes in either French or English. This policy shall also be introduced in upper secondary schools, Teacher Training Centres and Technical and Vocational schools, as competence in these languages allows.

- Kinyarwanda language should be given its importance in tertiary institutions.
- Kiswahili as a major language and indeed in Rwanda shall be encouraged.

***Strategies:***

- Strengthen teacher training for language teachers.
- Implement a policy of language teacher deployment according to areas of greatest need.
- Provide sufficient books.
- Encourage the use of Kiswahili in schools and make it one of the language subjects for students taking languages.

## **5.9 Special Education**

***Policies:***

- Special education provision shall be strengthened and efforts to integrate children - boys and girls - with special needs into mainstream schools shall be continued, taking account of the nature and severity of impairment.
- Special education facilities shall be provided to children with special needs who cannot be integrated into mainstream schools.
- Integration of a special education option into Teacher Training College programmes.

***Strategies:***

- Assessment of needs at national level.
- Train teachers in special education.
- Provide basic equipment.

## **5.10 Scientific and Technological Research**

***Policies :***

- Scientific and technological research shall be strengthened in research centres and Universities.
- Invention, innovation and technology transfer shall be given special attention
- Synergy shall be created and maintained between researchers, research partners, business community and policy makers.

***Strategies :***

- Set up a national body for planning and promoting scientific and technological research.
- To have regular inventories of the scientific and technological potential of the country.
- To identify the priority needs of the country in scientific and technological research

- To identify and address the constraints hindering scientific and technological research
- To provide researchers and technicians with training
- To mobilise resources for scientific and technological research
- To provide necessary equipment to institutions and centres of scientific and technological research

## 5.11 Health Education, HIV/AIDS and Environmental Issues in Education

### *Policies :*

- Health Education shall be given special attention
- Education for the protection of the environment shall be promoted
- Hygiene in schools and out of school shall be promoted
- All school children, girls and boys, and all adults, women and men, shall acquire the necessary life skills to be responsible and change behaviour in the fight against HIV/AIDS.
- HIV/AIDS and life skills shall be integrated into the national curriculum and the teacher-training curriculum.
- HIV/AIDS will be mainstreamed across all education departments.
- It will be one of the main responsibilities of all teachers and school administrators to ensure that HIV/AIDS and life skills programmes are implemented.
- There shall be no stigmatisation or discrimination against educators and learners who have contracted HIV/AIDS and measures to counsel and support those educators and learners infected and affected by HIV/AIDS will be established.

### *Strategies:*

Ensure hygiene and sanitary facilities are available in all schools

- Review and revise the national curriculum to include HIV/AIDS and life skills modules and courses for all appropriate age groups.
- Revitalize and strengthen Anti-Aids clubs by training peer educators and providing the necessary educational materials.
- Revise all teacher training courses to include modules on HIV/AIDS and life skills, and provide in-service training for all students in the TTCs.
- Create and support 'focal point' posts that will facilitate the dissemination of programmes and information at central and provincial levels, and encourage a decentralized and more responsive, mainstreamed approach.
- Monitor governmental interventions in the sector using trained provincial and district inspectors, and provincial focal points, and evaluate their effectiveness centrally against established criteria.
- Publish and disseminate HIV/AIDS specific education sector policies, guidelines and codes of practice.
- Include health education and environment issues in the curriculum