

REPUBLIC OF RWANDA



MINISTRY OF EDUCATION

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TEACHER DEVELOPMENT AND MANAGEMENT POLICY IN RWANDA

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NATIONAL POLICY ON TEACHER DEVELOPMENT AND MANAGEMENT

1.0 Introduction

Rwanda, like many other developing countries in Africa, faces the challenge and pressing duty of eradicating poverty, enhancing equity and expanding access to education without compromising quality, and placing the country on a path of sustainable growth and development. Recognizing that the education sector is a key player in addressing these challenges, efforts have been put in place at policy and implementation levels to develop a robust education system characterized by provision of holistic educational benefits to its citizens.

The Government has therefore, acknowledged in its education policy pronouncements that the teacher is the main instrument for bringing about desired improvements in learning, and that adequate teacher management structures, policies and strategies are key factors that determine teacher performance. The teaching sector has also been undergoing reforms just like all other sectors. The Government aims at providing a management structure in the teaching sector that will enhance efficiency and control among teachers and education officers at the point where the actual learning occurs.

Under the decentralized strategy, the responsibility of policy formulation and national planning for education, setting standards and norms, monitoring and evaluation, curriculum development and approval of educational materials are placed under central government, while the responsibility for execution of policy, planning and general administration of schools shifts to provincial/district and schools as appropriate. **(Source: Education Sector Policy, GOR 2002)**

1.1 Definition of the Sector

The education sector in Rwanda consists of policy makers, administrators, teachers, students, school administrators all contributing to the task of ensuring that educational goals are achieved. The goal of education is to ensure that the school going citizens, of all ages, are put through a system that will lead to the development of an all-round human personality, and to the spiritual, moral, social, cultural and economic progress of the community. The sector also contributes to the inculcation of deep respect for human rights and fundamental freedoms, peace and understanding, tolerance, and friendship among all nations.

The quality and utility value of education depends on the quality and competence of the teaching staff. The status of teachers has therefore become the focus of government development agenda as espoused in the Education Sector Strategic Plan (October 2003) which stated, inter alia, that “the strategy was to provide teachers trained in participatory, learner-centred and gender sensitive methods for the needs of learners at the various levels”.

1.2 Background Information

1.2.1 National Context

The Ministry of Education data for the 2006 academic year indicates that: the Government of Rwanda has made tremendous progress towards access and equity in education. The number of pupils in primary has steadily risen from 942,729 in 1994 to 2,019,991 (214%) in 2006. The number of students in secondary has also increased from 50,100 in 1994 to 239,629 (478%) in 2006, and the number of students in Higher Education increased from 3,518 in 1994 to 37,000 in 2006. The current pupil/teacher ratios are 67:1 for primary schools and 30:1 for secondary schools.

The following key target indicators offer firm justification for the prioritization of the development of a sound Teacher Management Policy.

- The current primary school net enrolment rate is 95% and gross enrolment rate is 145%
- Primary school completion expected to grow from 52,4% in 2006 to 107% in 2015
- Lower secondary gross enrolment rate to increase from 24% in 2006 to 69% in 2015
- Double shifting in primary schools to be reduced from 59% in 2007 to 20% in 2012 and further to 10% in 2015
- The drop out rate to reduce from 14% in 2004 to 5% by 2010 and further to 2% by 2015
- Repetition rate to drop from its current 15% to 6% by 2012 and further to 3% by 2015
- Transition rate from primary to lower secondary to grow from 38% (Public and Government Aided School Students) to 50% by 2012 and further to 75% by 2015

- Class sizes at primary schools are set to be reduced from 54 currently to 47 by 2012 and further to 45 by 2015
(Source: EDPRS)

The ever increasing enrollment at all levels of education, coupled with the above target indicators pose a great challenge to the teacher demand and supply situation. The education sector faces the additional constraints in the production, employment and retention of sufficient number of teachers to meet the above targets. MINEDUC has moved away from the pre 1998 days when the supply of teachers was not coherently done. There were no Teacher Training Colleges, no focus on teacher training and teachers were generally obtained with diverse qualifications from sundry sources. An increasing number of prospective primary school teachers are today receiving pre-service training through the primary teacher training colleges.

Before 1998, there were no institutions that catered for the training of secondary school teachers until KIE was established. MINEDUC has moved to phase out the *Ecole Normale Primaire* and integrate them in the expanded Teacher Training Colleges. The Teacher Development and Management Policy will address the issues that would promote a steady supply of teachers to all schools in the country.

The factors that influence teachers supply can be summarized as under:

- a) **Attrition or wastage.** These are teachers who retire, die, resign, or move to other new jobs due to poor condition of service.
- b) **Unemployed Teachers.** These are those who, due to lack of facilities like accommodation in the schools where they are required to go, opt not to go to the places they have been assigned.
- c) **Capacity of Pre-service Training Institutions.** The limiting capacity of the teacher training institutions is another factor that influences teacher supply.

2.0 General Orientation

Rwanda aspires to develop a knowledge-based and technology-led economy. In many of its development policies, human resource development is highlighted as one of the pillars of national development. The importance of education and training is underscored as a lynchpin in achieving sustainable national development. This calls for an education system capable of producing citizens who have values, knowledge, skills and competencies that would enable them to be entrepreneurial in their own learning, thinking and doing.

2.1 Vision 2020

It is acknowledged that the human resources owned by a country are very vital and central to its development efforts. Teachers are expected to be sufficiently trained and competent to help in the moulding of the young people to translate theoretical knowledge into employable skills. The 2020 document however notes that **“The quality of education has been declining largely due to low calibre of teaching staff. The government will in the medium term, embark on a universal basic education programme with the participation of parents and their associations. Further, the government will arrange for intensive teacher training programmes to be carried out in each province, in order to cut down cost of transport and boarding. The training will aim at upgrading the skills of non-qualified teachers and giving new recruits quick learning”** (Vision 2020 GOR 2003).

2.2 Economic Development and Poverty Reduction Strategy (EDPRS)

The education sector purpose is that by 2011 Rwanda will improve access to quality, equitable and effective education. The education sector in Rwanda has a range of policies in place to achieve this and to ensure that it is on the path to achieving the Millennium Development Goals, Education for All by 2015, and Rwanda’s Vision 2020 of creating a knowledge based and technological led economy. Policy and planning documents that have been developed include the Education Sector Policy (ESP 2003), Education Sector Strategic Plan (ESSP 2007-2011) and the ten year education plan; the Long Term Strategy and Financial Framework (LTSFF 2007-2015). This has been endorsed by development partners. The EDPRS Education Sector chapter and log frame is consistent with the ESSP and LTSFF.

The education sector will contribute towards economic development and poverty reduction by making education more relevant for social and economic progress. This will be achieved by the establishment of a curriculum that promotes development skills including life skills and social cohesion. A tighter link will be established between the content of education and training programs offered and the needs of the labour market. Education's contribution to poverty reduction will also include equal access to the most vulnerable groups in society, ensuring a reduction in regional disparities and an increase in gender parity. Districts will develop district education plans that include local strategies for 9 year basic education, early childhood development, technical and vocational education and training, girls' education, adult literacy and school management.

The high level objectives in the education sector are:

1. Access to education for all
2. Quality education at all levels
3. Equity in education at all levels.
4. Effective and efficient education system.
5. Science and technology and ICT in education
6. Curriculum to include Culture, Peace Unity and Reconciliation

The Teachers Development and Management Policy shall help to mould teacher training and management systems capable to produce and efficiently utilize teachers towards achieving the above objectives.

2.3 Regional / International Context

2.3.1 Education for All

The Ministry of Education has supported the Dakar Framework for Action, adopted by the World Education Forum in Dakar, Senegal in April 2000. The government not only adopted the six points for implementation, but added the seventh point in order to show its total commitment to those goals. These are to:

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

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

2.3.2 World Bank Assessment

A major review document by the World Bank entitled: **Rebalancing Resources to Accelerate Post-Conflict Development and Poverty Reduction** notes that the education sector has recovered remarkably well after the havoc caused by the 1994 genocide. In particular, it notes that the rapid pace of enrolment increase will require a good balance between the public and private sectors in educational provision.

With regard to efficiency, fiscal sustainability and equity, the report notes that Rwandan teachers, especially primary school teachers are lowly paid. **“The average teacher salary in Rwanda is about four times the GNP per head, compared with 6 and 36 times GNP per capita in Francophone and Anglophone Africa respectively. The current teacher-pupil ratio is currently among the highest in the world”** This is contained in the World Bank review of Education in Rwanda (World Bank, 2003) subtitled *“Rebalancing resources to accelerate post conflict development and poverty reduction”*

2.3.3 Millennium Development Goals

Rwanda is one of the developing countries which hope to abide by the goals set by the Millennium Summit Meeting in September, 2000 in which 147 leaders agreed to a global impact to give due priority to the issues of poverty and development. Among the quantifiable targets that were agreed at the meeting were the issue of a) Achieving universal Primary education, and b) Promotion of gender equality and empowerment of women.

The Government of Rwanda has adopted strategies that will ensure that children in the country, boys and girls alike, will be able to complete a full course of primary education by 2015. The Government also adopted strategies which ensured the elimination of gender disparity in primary and secondary schools by 2015, the enrolment of girls is currently 50% in primary schools. The final draft of the girls' education policy which aims to increase girls' enrolment in higher education is currently in place.

2.3.4 UNESCO/ILO Recommendations

The Ministry of Education endorses the guiding principles of the UNESCO/ILO Recommendations regarding the state of teachers (UNESCO 1996).

3.0 Sector Presentation

3.1 Statement of the Problem

Whereas the issue of relevant curriculum is a priority issue which needs to be addressed, the challenges MINEDUC is facing are in producing sufficient number of trained teachers who are motivated, committed and opting to stay in the profession. For example, out of 4597 teachers required to teach in secondary schools, including teachers for technical and professional at secondary level, only 8.3% have a bachelor's degree with education, 28.4% have either, degrees without education, or ordinary diploma. The remaining lot has secondary schools qualifications, or has dropped out after 2 years in Universities or colleges. The lack of a teacher management and development policy has compounded the problem of teacher shortage.

3.2 Sector Constraints and Opportunities

3.2.2 Constraints (General)

The shortage of teachers in secondary schools was caused by the lack of attention to teacher training and development by the Governments before 1994. The establishment of KIE, to some extent, eased the problem. The few teachers that qualified elsewhere started looking for greener pastures because of lack of adequate financial motivation, lack of accommodation where they were posted, poor salary schemes and undefined status of teachers vis-à-vis other civil servants.

3.2.2 Constraints and Challenges (Specific)

A review of the education sector was conducted by the Ministry of Education in early 2002 and the first Joint Review, involving government officials, provincial and district representatives, NGOs and civil society, and development partners took place in 2003 and the following were identified as key constraints and challenges: (MINEDUC Joint Review – 2002)

- a) The limited capacity of the teacher education system to meet the expanded system proposed in the Education Sector Strategic Plan (October 2003)
- b) The heavy workload of teachers especially in primary schools arising from the increased enrolment in primary schools.
- c) A shortage of qualified science and language teachers
- d) Lack of proper institutional arrangements to address teacher training and management bottlenecks.
- e) High dependence upon expatriate teachers in the secondary school sector. The Public Service salary reform initiatives which led to disparities between the teachers' salaries and their counterparts in other public institutions actually aggravated the retention problem.
- f) Staff accommodation.

3.3 Opportunities and Strengths

- a) The implementation of a Teacher Training and Development Policy will, for the first time, improve the working conditions of the teachers in Rwanda. It will establish the teaching profession as an honourable and respectable vocation.
- b) Teachers will be able to improve their economic condition through the starting of a Savings and Credit Cooperative (SACCO) to be promoted by the Teachers Service Commission which is an incentive for teacher retention.
- c) The teachers will be prepared to integrate in the wider regional teaching fraternity by having skills and competencies common to the teaching profession in the other countries.
- d) Taking into account the current strong political goodwill, teachers and teachers' management and development structures and policies will continue to remain in the national focus for along time in the future.

3.3.1 Principles of the Sector

This Teacher Development and Management policy proposal endorses the guiding principles of the UNESCO/ILO 1966 recommendations concerning the status of teachers, whilst affirming the following commitments in relation to Rwanda:

- (i) Measures will be introduced to improve teachers' working conditions and status, especially in respect of their recruitment, training, remuneration and career development opportunities.

- (ii) Teachers at all levels will be trained in sufficient numbers and quality, and head teachers shall receive special training in school management.
- (iii) Teacher training through both pre-service and in-service teacher training using a range of methods, (i.e. participatory, learner-centered and gender sensitive approaches) including the use of distance education, shall be strengthened.
- (iv) Incentives for teachers to engage in continuing professional development will be introduced.

3.3.2 Principles Guiding the Formulation of this Policy

The Education Sector Policy enumerates the following principles to guide the development of the sector:

- a) Education will be characterised by the imparting of good values and attitudes in Rwandan culture including those that promote gender equality and equity as well as those from outside which are relevant to national development.
- b) Development of skills such as life skills, practical and entrepreneurial skills shall be emphasised at all levels of education system.
- c) Quality and relevance of content matter shall be given maximum attention, even as access to education increases.
- d) Improvement of efficiency and cost-effectiveness of all activities in the education sector shall be a matter of priority.

The Ministry of Education will ensure that the new policy on Teacher Development and Management incorporates these principles in its strategies for implementation and to help in achieving efficiency and effectiveness

3.4 Sector Vision

The vision of the sector is to be **“a leading provider of teacher-related services in addition to the provision of highly-motivated, qualified, and competent teachers in Rwanda”**

3.5 Sector Mission

The mission of the sector is to **develop the teaching profession, provide and maintain learning resources and education institutions to ensure provision of**

sufficient numbers of professional teachers, and to formulate developmental policies for the entire sector.

3.6 Sector Objectives

3.6.1 General Objectives

The general objective of this teacher development and management (TDM) policy proposals is to strengthen the institutional and structural capacities for improving teacher quality in primary and secondary schools in Rwanda. This objective will only be realized with the recognition of teaching as a distinct and valued profession within the public service, governed by its own code of professional ethics, and having clear pathways for professional and personal development.

3.6.2 Specific Objectives

In order to achieve the above general objective, the Ministry of Education will overhaul and re-align the nature of teacher training, development and management pattern so as to aim at:

- a) Designing and implementing a quality system of teacher production, selection, evaluation, upgrading and management with well-defined responsibilities of the players in the system.
- b) Upgrading the tutors' capacities in the Teacher Training Colleges to meet the challenges of the expanding primary and secondary schools enrolment.
- c) Defining the roles and upgrading teacher management capacities in the central and decentralised levels.
- d) Establishing and strengthening the capacity of Teachers Service Commission to contribute more to the institutionalisation of the teaching profession and upgrading of the teachers image and status.
- e) De-linking the National Teacher Qualification Examination from the Secondary School Leaving Examination and making it a basic education classroom teacher competency.
- f) Enhancing the image and status of the teacher as a qualified, dedicated expert, and a vital engine of nation building and development.
- g) Establishing a suitable database for teacher management and registration system that will enhance the management and development of teachers by focussing on strategies that alleviate their problems.

4.0 Sector Strategies

To achieve the above objectives, this policy document highlights a number of strategies that have been formulated on the basis of the identified objectives in order to surmount the constraints reflected in the current context of the Rwandan Teacher training and management sector. A draft policy task force, whose membership included Ministry officials, KIE and NUR, staff representation, provincial and district education managers, and the representatives from schools and religious organizations, reviewed the options and made appropriate recommendations. Also, in formulating the policy proposals the Ministry took into account relevant elements of the Education Sector Policy of April 2004; the Education Sector Strategic Plan (ESSP); and the Rwanda Public Service Law (Law 22/2002). The sector strategies can be summarized as follows:

4.1 Reorganise the financing of Teacher Training through a new regulatory framework that would strengthen the support given to primary teacher training, lower and upper secondary teacher training including other MINEDUC institutions.

Under a new regulatory framework governing Teacher Training, the Financing of Teacher Training and the monitoring of compliance of Teacher Training Colleges (TTCs) and KIE to relevant statutes will be the responsibility of MINEDUC. The Ministry will create and incorporate into its Financial Framework a Budget Line for Teacher Training, with separate headings for primary teacher training, lower and upper secondary teacher training. This budget will be used to support institutions to carry out their mandates with respect to overall management of both primary and secondary and Distance Education Programme initial teacher training, and the National Continuing Professional Development Programme.

4.2 Develop and install a framework for motivation that will enhance the socio-economic and professional status of teachers, including clearly defined career guidelines

Teacher motivation is crucial to effective teaching and will be achieved through a combination of benefits and inducements including inter alia enhancing the status and profile of teachers, financial and other non-financial benefits, continuing professional development and the development of effective and participatory management. A mechanism for teacher appraisal will be developed by the Teachers Service Commission with inputs from relevant stakeholders. Government will encourage teacher's co-operatives to develop credit schemes and other non-

financial incentives for the benefit of all teachers. For purposes of equitable distribution of qualified secondary school teachers through out the country, government will endeavor to construct a few houses for non local teachers and administrative staff. Teachers will be facilitated to form a National Teachers' Savings and Credit Cooperative through which they shall acquire loans for individual development projects.

An attractive career structure will be set up for classroom teachers and for those in management positions. Promotion into higher ranks in the profession will be linked to attractive remuneration and based on data-driven criteria.

4.3 Develop and implement a well-structured programme of Continuous Professional Development for teachers

Teachers will be encouraged to improve their knowledge skills, competencies and qualifications upon completion of their initial training through a structured programme of Continuous Professional Development (CPD) and Distance Learning (DL). Professional support will be provided through professional development opportunities offered within the school, and by the teacher education institutions (in-service, outreach). The teacher support work of stakeholders including professional associations, parents, and NGOs, will complement the state provision of professional support within the parameters laid down in a national framework for Continuous Professional Development.

The management of teachers will, as far as possible, be the responsibility of the institutions and levels of administration closest to the teachers – which in this case will be schools and District Education Officers.

4.4 Carry-out a national projection of teachers aimed at meeting the needs for quality improvement and teacher education budget rationalisation

Recruitment into teacher training will be based on projections of teachers needed in order to achieve Government targets for gradually decreasing pupil teacher ratios, and for increasing access and quality. The need to expand and upgrade the teaching force in order to achieve quality improvements – including reducing class sizes and double shifting at lower primary to facilitate child-centred approaches – will be a key factor in determining the teacher education budget.

4.5 Prepare a teacher appraisal scheme that would streamline the license renewal system as well as identifying potentialities for financing the teaching force

All qualified teachers will be issued with teaching licenses from the Teachers Service Commission to indicate accredited membership of the teaching profession. A teacher appraisal scheme will be introduced for teacher development purposes and incorporated into a license renewal scheme.

In order to enhance the potential for financing the teaching force, the Government will explore ways in which teachers may be employed through cost sharing and the role of communities, faith-based organizations and others. The Ministry will find ways to enhance the role and responsibility of parents and communities in the management of schools in line with appropriate quality assurance mechanisms.

4.6 Implement a cost-reduction strategy through improved efficiency and minimization of wastage of resources

The key to achieving cost reduction through improved efficiency and reduced wastage will be improving teacher management. A range of strategic options will be considered, including the introduction of local management of schools with funding for teacher development, teaching and learning resources and infrastructural development based upon a system of per capita grants to schools. The Education Management Information System (EMIS) will become fully operational and data derived will be used to monitor teacher supply and demand.

4.7 Develop a sustainable system of professional support to teachers that would meet their challenges and enhance their commitment

The key to retaining teachers, especially teachers in the early years of their career, is to provide a robust system of professional support that can quickly address job-related challenges and enhance commitment to teaching. All beginning teachers – defined as teachers in the first 3 years of their career, will receive systematic professional support from their head teachers, mentors and school inspectors specially trained for this purpose.

Minimum standards for teachers' work and living conditions will be developed by TSC. These would be monitored from time to time to ensure that teachers work and live under conditions that allow them to give full attention to their work.

4.8 Provide mechanisms that will facilitate equitable placement of all teachers by the DEOs in consultation with TSC

Placement in all schools, primary and secondary, will be the responsibility of district education officers (DEOs) in consultation with TSC. While management of the teaching force will, wherever possible, be the responsibility of the schools and districts, mechanisms will be introduced to facilitate the movement of teachers from one district to another to meet both teacher demand and personal needs.

5.0 Sector Programmes

5.1 Implementation of a Teacher Development Model to guide the promotion of teachers based on performance criteria and agreed career paths

The Ministry will apply a phased approach to teacher development. The model will envisage a teacher progressing through three stages of professional capability, viz: novice; competent practitioner; expert, corresponding to the following teacher development phases: (i) newly qualified teacher; (ii) beginning years of teaching defined as the probation period lasting two years; and (iii) a post-probation period with emphasis on continuous professional development (CPD).

The promotion mechanisms for teachers based upon agreed performance criteria will follow agreed career paths, and will be linked to this model. Teacher grades may include but not be limited to: (i) senior teacher grade II; (ii) senior teacher grade I in charge of a specific area of specialization such as guidance and counselling, physical education and sports; (iii) Head of department for ICT, science, humanities, languages.

5.2 Implementation of a Core Teaching Values and Competences Profile in the assessment of teachers

The Ministry will adopt a teacher competence profile, to incorporate the following:

- a) Professional Values;
- b) Planning teaching and learning competences;
- c) Teaching and classroom competences;
- d) Monitoring, assessment, recording, reporting and accountability competences;
- e) Practical Teaching Competences;
- f) Observable Classroom Indicators

The profile will be structured according to the characteristics listed within the areas of competence, the criteria to be applied in their assessment, and the means of assessment to be employed.

5.3 Usage of Teacher Education Curriculum and Assessment Framework for Monitoring and Evaluation

The Ministry, through the responsible institution will establish a coherent teacher education curriculum framework derived from the Core Values and Competences Profile. Important elements of the programme will be:

- a) Concentration on basic skills teaching and learning in literacy, numeracy, writing, and problem-solving;
- b) Curriculum subject knowledge appropriate to the phase –
 - Pre-school and lower primary which places emphasis on early childhood education;
 - Higher primary which builds and extends the achievements of lower primary; and
 - Lower secondary which consolidates core learning competences at primary level, and develops abstract thinking skills in relation to content relevant to the needs of pupils drawn from wider ranges of ability than in the past;
 - Upper secondary which consolidates competencies acquired from lower secondary;
 - Professional and technical education to develop skills in the respective areas.
- c) Skills in the management of teaching and learning;
- d) Language training;
- e) Practical teaching methodology;
- f) Skills in monitoring and assessing learning.

There will be a strong in-school component to the training during the initial in-college period. Close monitoring and support of trainees will follow this up during their school-based training.

5.4 Application of the Scheme for Teacher Training Recruitment and Selection

Selection for teacher training will be a joint responsibility of the teacher training institutions applying criteria which will be reviewed from time to time. A set of objective selection criteria will be developed and applied under transparent procedural rules. Persons selected for teacher training will be issued with a provisional teacher registration number which they will maintain throughout their training. The purpose of this is to create an early sense of identity with the teaching profession.

The need to ensure that there are no major gender disparities at each level of the teaching force will be taken into consideration in recruitment. Recruitment and selection will take into account the needs of the school system in relation to Kinyarwanda, English and French as languages of instruction. Recruiting and selecting teacher trainees is a specialized task and capacity which will be built slowly.

5.5 New Scheme for Incentive for Secondary School Teacher Training

In order to attract and motivate those entering secondary school teacher training institutions, the current financial assistance in the form of loans will be reviewed so that the trainees who complete and enter the teaching service in government secondary schools will be exempted from repayment of the loans. They will be bonded to remain in the teaching service for four years.

5.6 Incorporation of the New Patterns of Training and Certification Requirements

- a) To define teacher education as an independent professional enterprise, the Ministry will introduce a range of new qualifications framework. The training for the new qualifications will incorporate both institution-based training and school-based training.
- b) To become a primary school teacher, a person must gain entry into an accredited primary teacher training college (PTTC) after successfully completing 9 years of basic education, and initially undertake a 3-year programme of teacher training including Teaching Practice. Gradually, this will be phased out and future PTTC candidates will have to complete six years of secondary education before they enrol for teacher training for either

level. After successfully completing the present program, the person will be awarded a Primary Teaching Certificate (PTC) with specialization in either lower primary or upper primary teaching. In future, this will be upgraded to diploma level.

- c) To become a lower secondary school teacher, a person must gain entry into a national college of education (COE) after successfully completing upper secondary schooling, and undertake a 2-year programme of training including Teaching Practice. After successfully completing the programme, the person will be awarded a Lower Secondary Teaching Diploma (LSTD).
- d) To become an upper secondary school teacher, a person must have completed six years of secondary education and undertake a four year program in University including Teaching Practice.

Both PTC and LSTD holders will receive a license to teach from the Teacher Service Commission (TSC) after a 2-year probation period in schools. An attractive and attainable career structure will be developed for all teachers, but which significantly rewards experienced teachers who choose a long term career in teaching. Teachers will receive a notch higher than those in public service; and both PTD and STD holders will be given an opportunity for progression to higher levels of training and career development after the two year probation period. Institutions will access credits acquired through previous trainings in order to decide entry levels.

An incentive scheme will be established for rare skills such as ICT; science and technological education where by a teacher in such fields of study, will receive a notch higher than others.

5.7 Improvement of the Status of the School-Based Training through on-the-job mentoring system

During school-based training, both primary and secondary trainees will be adequately supported by robust TTC and KIE -school links, and on-the-job mentoring system. Secondary teacher trainees will continue to receive their higher education loan at the standard rate. Experienced teachers taking on the role of school-based mentors will be identified for training and will receive an appropriate incentive allowance.

5.8 Establishment of Technical Training and Technical Teacher Education

Mid level Technical Colleges shall be established and empowered to offer a two year Ordinary Technical Diploma Courses (OTD), which shall eventually be upper graded and allowed to offer a four year Higher Technical Diploma Courses (HTD) beside OTD. In these Colleges, a Technical Teacher Training Department shall be introduced through which qualified technicians shall have a one year course in technical pedagogy; qualifying as holders of Technical Teacher Certificate. In this way, technical colleges and rural trade schools shall get qualified technical teachers.

5.9 Establishment of Professional Training and Professional Teacher Education

Mid level Professional Colleges offering professional training such as Veterinary officers, Agriculture officers and professional nurses and medical assistants shall be established and empowered to offer a two year Ordinary Professional Diploma Courses (ODP), which shall eventually be upper graded and allowed to offer a four year Higher Professional Diploma Courses (HPD) beside OPD. In these Colleges, a Professional Teacher Training Department shall be introduced through which qualified professionals shall have a one year course in technical pedagogy; qualifying as holders of Professional Teacher Certificate holders. Newly qualified or serving professionals may join a teacher training college and train for one year to acquire a professional teaching certificate. In this way, all professional colleges of different levels and abilities shall get qualified professional teachers.

5.10 Development and Establishment of Continuing Professional Development

The Teachers Service Commission (TSC) in consultation with the KIE and other relevant stakeholders will develop and establish a Continuous Professional Development (CPD) framework which will incorporate the following elements:

- a) Norms and standards;
- b) Teacher code of conduct;
- c) Developmental appraisal procedures;
- d) Statement of duties and responsibilities of teachers

Distance teacher training will also be used to deliver CPD, particularly for teachers who would wish to upgrade their professional qualifications.

6.0 Institutional Framework for Policy Implementation

6.1 The Ministry of Education (MINEDUC)

The Ministry of Education shall have jurisdiction in primary, secondary, professional and technical education. It shall also have oversight responsibility for policy development, monitoring and evaluation of teacher development and management. It shall have the power to delegate responsibility, review roles and responsibilities of supporting institutions or organizations charged with the preparation and management of teachers in Rwanda.

6.2 The Kigali Institute of Education (KIE)

The Kigali Institute of Education (KIE) will have its role expanded to include coordination of the initial secondary teacher training in Rwanda. KIE will also assist in the provision of expertise in the initial teacher training for primary schools. KIE will contribute to teacher training for all categories of teachers, and for the training of education management personnel including college principals, college tutors, head teachers, school mentors, and other specialized professional training in education.

The ministry will support KIE and TTC in providing collaborative support for the mentoring of beginning teachers. It will also train district officials to support school-based teacher training.

KIE will work with the National Curriculum and Development Centre (NCDC) to develop, review, evaluate and revise the Teacher Training Curriculum. The Teacher Training Curriculum will be matched to the training modality chosen and the needs of new teachers at primary and secondary levels. Other responsibilities shall include determination of teacher assessment criteria and certification requirements and issuing of teacher certificates.

6.3 Teacher Training Colleges (TTCs) and Colleges of Education (COE)

All colleges of education will be affiliated to KIE and will focus on lower secondary (*Tronc Commun*) teacher training.

Both TTCs and COEs will be designated as Professional Institutions for pre-service basic education teacher training. Heads of Colleges shall be known as Principals. Colleges of Education shall with time become independent and allowed to offer their own certificates.

6.4 Technical Colleges (TCs)

All technical training colleges will be affiliated to the Kigali Institute of Technology (KIST), which shall moderate their examination and offer associated diplomas and certificates. These colleges shall with time become independent and allowed to offer their own qualifications and certificates.

6.5 Schools

Since trainees will be required to spend a term in schools as part of their initial teacher training, schools will become important sites for teacher training. Participating schools will therefore be provided with the needed professional learning resources (e.g. teaching and learning materials) to support the school-based element of training.

Head teachers and teacher mentors will play a pivotal role in school-based teacher training; play a leading role in the induction of newly appointed teachers; and where possible, to serve as resource personnel in CPD activities at school and district levels.

6.6 Teacher Service Commission (TSC)

The professionalization of the teaching service will be guided by an information-based and outcomes-driven Teachers Service Commission (TSC).

The TSC will be responsible for teacher licensing, placements, promotions, retirements, and deaths. It will also deal with issues of the demand for, and supply of teachers based on local government requirements and national projections. This information will constitute the national data base on teachers and will be used in managing the costs and financing of teacher development in Rwanda.

6.7 District Education Offices (DEOs)

District education offices will become collaborative organizations for teacher development and management. They will share responsibility for planning and managing the trainees on school-based training with TTC, KIE and its affiliated colleges. DEOs will liaise with the TSC to track the demand and supply of teachers at district level using central government guidelines and criteria.

7.0 Conclusions

The Ministry of Education believes that the promulgation of this policy statement on Teacher Training and Management will set a clear road map for professionalizing the teaching profession in Rwanda and help to raise the status of teachers both economically and socially.

The Ministry of Education also believes that efforts to improve teachers' capabilities to inculcate the right kind of values, attitudes and skills that will enable the children to become productive citizens; will translate into real investments in the national development context.

The establishment of the Teachers Service Commission will, in addition, enhance the administration and management of teachers' affairs through the established Teacher Management Information System.

