



**The World Bank**

Second Additional Financing to the Rwanda Quality Basic Education for Human Capital Development Project  
(P177983)

# Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 21-Mar-2022 | Report No: PIDA33142

**BASIC INFORMATION****A. Basic Project Data**

Country Rwanda	Project ID P177983	Project Name Second Additional Financing to the Rwanda Quality Basic Education for Human Capital Development Project	Parent Project ID (if any) P168551
Parent Project Name Rwanda Quality Basic Education for Human Capital Development Project	Region AFRICA EAST	Estimated Appraisal Date 10-Mar-2022	Estimated Board Date 21-Jun-2022
Practice Area (Lead) Education	Financing Instrument Investment Project Financing	Borrower(s) Ministry of Finance and Economic Planning (MINECOFIN), Republic of Rwanda	Implementing Agency Ministry of Education (MINEDUC), Republic of Rwanda, Rwanda Education Board (REB), National Examinations and School Inspection Authority (NESA)

## Proposed Development Objective(s) Parent

The PDO is to improve teacher competency and student retention and learning in basic education.

## Components

Enhancing teacher effectiveness for improved student learning  
 Improving the school environment to support student learning  
 Developing institutional capacity to strengthen teaching and learning  
 Accelerating learning and building resilience

**PROJECT FINANCING DATA (US\$, Millions)****SUMMARY**

<b>Total Project Cost</b>	129.06
<b>Total Financing</b>	129.06
<b>of which IBRD/IDA</b>	100.00



<b>Financing Gap</b>	0.00
<b>DETAILS</b>	
<b>World Bank Group Financing</b>	
International Development Association (IDA)	100.00
IDA Credit	100.00
<b>Non-World Bank Group Financing</b>	
Trust Funds	29.06
Education for All - Fast Track Initiative	29.06
Environmental and Social Risk Classification	
Substantial	

Other Decision (as needed)

## B. Introduction and Context

1. **The proposed Second Additional Financing to Rwanda Quality Basic Education for Human Capital Development Project (QBEP)** builds on the success and recommendations of the previous and ongoing human development operations and advisory services, as well as complements the rapidly changing and evolving landscape of education policy and programs in Rwanda. This AF is necessitated by the need to provide greater attention to the learning crisis, while predating the COVID-19 pandemic, has worsened since then. To enable the sector, withstand such shocks and build back better, the proposed AF will enhance the scope and comprehensiveness of key human resource capacity and systems development interventions under QBEP with targeted efforts for greater and more equitable opportunities for students and teachers.

2. **The context has undergone significant and rapid changes since the launch of the QBEP.** These circumstances range from the obvious impacts of COVID-19 to more implicit effects of the new language of instruction policy that the sector is still grappling with. Additionally, the rapid expansion of school infrastructure during 2020-21 necessitated commensurate scale of teacher recruitment that outpaced the Project activities for timely systemic changes in teacher recruitment standards and deployment processes. The role of the teachers has evolved significantly since the advent of the pandemic. The sector is placing new demands on the teaching profession to train faster, adapt fluidly, and recover learning losses and to teach children at varying levels. Given the intermittent nature of online and offline learning, teachers are now expected to integrate new modes of learning for both in-classroom and remote teaching. The project needs adaptations to be more comprehensive and resilient in its approach to professional development and to ensure greater impact in student learning



outcomes. The shift in the language of instruction policy has brought forward significant challenges related to teacher preparation and professional development to teach English and in English. Effective implementation of the new policy requires a more comprehensive plan for teacher training such that the risks of learning losses during transition are minimized. These rapid and unprecedented developments warrant the programs and strategies to adapt for more on-job training and pedagogic skills development among the in-service and pre-service teachers. Overall, several sector needs have emerged in the short span of this project implementation that necessitated planning and adaptations in the current plans and priorities. Targeted support and prioritization are needed for the Project to maintain its commitments to sector outcomes.

3. **In addressing the challenges outlined and identified sector development strategies, the second additional financing (AF) project will maintain the original project development objective of improving teacher competency and student retention and learning in basic education**, but would enhance project delivery on four aspects: (a) remedial education and accelerated reading programs in early grades with targeted support to improving access to reading materials and textbooks, (b) teacher professional development for improved instruction in English language and enhanced use of digital technology for training and teaching, (c) education technology solutions for real time monitoring and tracking of student learning gaps and needs, and (d) environmental safeguards standards compliance for targeted newly constructed classrooms.

### C. Proposed Development Objective(s)

#### Original PDO

The PDO is to improve teacher competency and student retention and learning in basic education.

#### Current PDO

No change: "To improve teacher competency and student retention and learning in basic education."

#### Key Results

##### *Improving teacher competency*

- PDO 1: Number of Preprimary-S3 public and government-subsidized school teachers awarded certificate of achieving at least intermediate level of competency in English
- PDO2: Gain in average scores of targeted lower secondary teachers on tests of Mathematics and Science

##### *Improving student retention*

- PDO 3: Share of P1 students who reach P6

##### *Improving learning*

- PDO 4: Share of P3 students in public and government-subsidized schools achieving grade-level proficiency in English
- PDO 5: Share of P3 students in public and government-subsidized schools achieving grade-level proficiency in numeracy



**D. Project Description**

4. **The AF maintains the same structure as the parent project but brings greater attention to teacher capacity and instructional tools that have a closer connection with classrooms and students.** The dramatic improvements in class size and student-to-teacher ratio now make it possible for more student-centered and individualized support. This AF is hence well situated to focus on corrective pedagogy trainings of uncertified teachers to ensure appropriate teaching and measurement practices. The combined efforts of the previous investments in infrastructure and the institutional reforms supported under the complementary Human Capital DPF operation have created the space and structure for sustainable remedial support that will target both recovery and acceleration of learning. The additional systems strengthening support is geared for faster measurement of learning through formative assessments and real-time monitoring and support.

<b>Components and Sub-components</b>	
<b>1</b>	<b>Enhancing teacher effectiveness for improved student learning</b>
1.1	Improve teachers’ English language proficiency and digital skills
1.2	Support professional development of math and science teachers
1.3	Strengthen the preparation of pre-service teachers and develop model schools to support innovative instructional practices
1.4	Strengthen pedagogic competency of newly recruited teachers
<b>2</b>	<b>Improving the school environment to support student learning</b>
2.1	Reduce overcrowding and distance to schools
2.2	Enrich early learning environment
2.3	Support gender sensitive teaching and learning environment
<b>3</b>	<b>Developing institutional capacity to strengthen teaching and learning</b>
3.1	Support quality assurance systems
3.2	Strengthen project management
<b>4</b>	<b>Accelerating learning and building resilience</b>
4.1	Optimize and implement remote approaches for continued learning, wellbeing, and resilience
4.2	Supplement school grants to support safe re-opening, student re-entry and sustained progression in schools
4.3	Accelerate learning with remedial support and necessary teaching-learning materials

5. **Component 1: Enhancing teacher effectiveness for improved student learning.** This component aims to improve the quality of instruction in basic education by targeting interventions to improve teacher competency and effectiveness. The set of four underlying subcomponents are designed to support the current and upcoming needs of the teacher workforce, as well as to create communities of practice and generate local capacity for research and training. This component will continue to focus on teacher effectiveness for improved student learning, with enhanced focus on pedagogical skills of the newly recruited teacher workforce and with a more comprehensive plan for improving teachers’ competence in English language and integration of ICT in teaching.

6. **Component 2: Improving the school environment to support student learning.** This component is about providing students with an environment that facilitates quality learning and effective teaching. By reducing overcrowding and distance to schools, and by facilitating a significant swing in the sector from double-shift to single-shift, the Project is enhancing the effectiveness of teaching experience. Additional climate change adaptation and mitigation considerations for the Project includes the construction of rainwater harvesting tanks and retaining walls to address the risks of heavy rain and floods. The Home-Grown School Construction Approach



(HGSCA) will be used for simple operations, while the conventional contractual approach will be adopted for more challenged topographies.

7. **Component 3: Developing institutional capacity to strengthen teaching and learning.** In continuation of the objectives of QBEP under this subcomponent, this AF will bolster its support to strengthen National Examinations and School Inspection Authority (NESA) through (a) development of a Quality Assurance Management Information System that includes digitization of school inspection tools and data reporting mechanisms for real time data collection and monitoring; (b) investment in technical capacity of district inspectors, district education officers, and sector education inspectors; (c) systemic early detection of learning outcomes through the Comprehensive Assessment Monitoring Information System (CAMIS) with training of head teachers on how to use CAMIS for uploading simplified student portfolios and assessment tools. The previously committed activities under school inspection in the parent QBEP will be restructured for closer alignment with the new mandates and objectives of the AF and the NESA.

8. **Component 4: Accelerating learning and building resilience.** While this component was added through the first AF in May 2020 as a two-year long COVID-19 response plan, this second AF will strengthen efforts to accelerate learning with remediation efforts to recover and rebuild the sector. The objective is to ensure that all pupils meet grade-level targets in foundational subjects. Learning will be enhanced using simple classroom assessments to group pupils according to instructional needs (Kinyarwanda letter level, word level, sentence level, story level reading; equivalents for mathematics and levels to be designed for oral English), clear and easy-to-follow instructional plans for teachers and textbooks and reading books for pupils. All pupils in grades 1-6 will participate during this project. The Learning Recovery program will use evidence-based approaches and focused instruction to teach foundational skills, enabling those pupils who are at risk of not reaching learning targets to advance quickly. If well-designed and implemented, these programs can overcome the socio-economic, gender, and other constraints that are often tightly tied to pupil performance. Learning recovery programs focus on bringing pupils to grade level, so they can successfully progress from grade to grade and complete their schooling on time.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	
Projects in Disputed Areas OP 7.60	

Summary of Assessment of Environmental and Social Risks and Impacts

9. The anticipated risks and impacts of the parent project under components 1 and 2 were related to civil works for basic school infrastructure, including rehabilitation of existing classrooms and facilities, and construction of additional classrooms and new schools. The proposed Additional Financing (AF) will finance the construction of retaining walls and installation of rainwater harvesting tanks in several schools. The implementation could create



potential environmental risks or impacts that will occur during different phases of the project. The environmental impact includes sanitation and waste management problems; increase in soil water erosion; increase in suspended solids and sediments in surface water; increase in brick making and sand mining; impacts related to health risks and safety of workers, students and teachers; generation of noise pollution; generation of dust emission; and use of lead-based products. Given that these activities present a substantial environment risk, **the Environmental Risk Rating (ERR) is upgraded from moderate to substantial**. Relevant mitigation measures are proposed to address the potential risks and impacts of the AF. This includes quarry rehabilitation and reforestation plans to compensate lost vegetation in the process of school construction under the Parent Project. The MINEDUC should update the safeguard instruments namely the Stakeholder Engagement Plan (SEP), the Environmental and Social Commitment Plan (ESCP), the Labor Management Procedures (LMP), and the Environment and Social Management Framework (ESMF) to reflect the new activities and arrangements under the AF project.

10. The AF project will **maintain the substantial Social Risk Rating (SRR)** as the parent project. While the AF will include limited construction works activities related to retaining walls and rainwater harvesting tanks, there are no significant adverse social risks and impacts related to the AF that would require raising the SRR any further. The Ministry of Health has relaxed COVID 19 measures in Rwanda, and schools are now open. However, given the evolving nature of the pandemic, continued sensitization is important to prevent potential spikes in domestic abuse, teenage pregnancy, and consequent dropping out of school. Increased poverty for those who are unable to work from home and earn an income may lead to an increased burden of out-of-pocket cost for schooling as well as a higher opportunity cost of education for households. Potential school closures bring the risk of increased school drop-out, particularly for girls and those from poor households, and increased levels of violence against children especially those with disability. The context of COVID-19 crisis presents additional risks of Gender Based Violence (GBV) and teenage pregnancy as women and young girls are more prone to domestic abuse under stay-home orders without regular access to teachers and other support systems in the community. Rates of GBV, especially intimate partner violence has reportedly increased in Rwanda during the pandemic. Proportionate additional mitigation measures have been proposed through this AF. While the AF project activities present low additional risk of GBV, they provide an opportunity to support initiatives that seek to address gender gaps and disparities in access and learning achievement for boys and girls; address GBV response through school-based teaching and learning activities, as well as ensure disability inclusion activities.

## **E. Implementation**

### Institutional and Implementation Arrangements

11. The Ministry of Education (MINEDUC) through the Single Project Implementation Unit (SPIU) will continue to take overall coordination responsibility of the project under the leadership of MINEDUC Permanent Secretary (PS). In addition, it will oversee administration of financial management (FM), internal audit, disbursement, procurement, monitoring and evaluation (M&E), planning operations, human resource management, environmental and social (E&S) matters, and communications related to the project. It will carry out the consolidation of project documents, including the costed Annual Work Programs (AWPs), the results framework and M&E reports, progress reports, and semiannual reports. The MINEDUC will maintain a Project Operations Manual (POM) with component descriptions, and implementation plans stipulating roles and responsibilities of respective institutions and timelines. The MINEDUC will also update the Construction Operations Manual (COM) which will guide implementation and continue to consolidate procurement plans at district level and submit those in the Systematic Tracking of Exchanges in Procurement (STEP) system for World Bank review.



12. The MINEDUC will be responsible for the infrastructure improvements in Teacher Training Colleges (TTCs) and model schools under subcomponent 1.3 and construction of retaining walls and rainwater harvesting facilities for the targeted and newly constructed schools and classrooms sites under subcomponent 2.1, in compliance with environment safeguard standards. The Rwanda Basic Education Board (REB) will be in charge of professional development for improved instruction of teachers in English language, pedagogy trainings for newly recruited uncertified teachers, enhanced use of technology in delivery of the curriculum and student learning, strengthened teacher preparation in TTCs, design and use of innovative instructional practices in model schools, enhanced functionality of the TMIS, and the implementation of the remedial education program.

13. The major change in the implementation arrangements relates to National Examination School Inspection Authority (NESA) a new agency under the Ministry of Education which will now take on implementation of quality assurance and assessment activities under subcomponent 3.1. Rwanda Development Board (RDB) will continue to support capacity building activities. For all institutions/agencies involved, the Chief Budget Managers will be responsible for the timely implementation and monitoring for results through their respective SPIUs.

14. MINEDUC and REB SPIU's currently are established however they are not fully staffed (recruitment for vacant positions is underway), while NESA SPIU structure is yet to be approved and staffed. In the meantime, NESA will get complimentary support from respective SPIU staff in MINEDUC and REB to ensure successful implementation of activities. For this additional financing, NESA will work under an MOU arrangement with MINEDUC whereby all costed workplans related to quality assurance and assessment activities will be agreed upon with MINEDUC and all required payments made by MINEDUC.

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