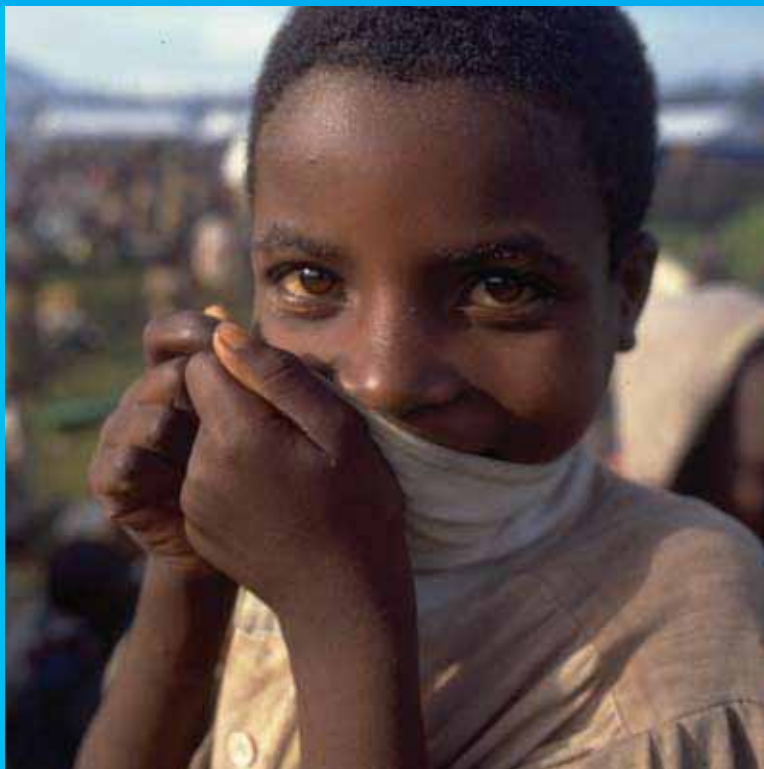


INVESTING IN RWANDA: EFFECTIVE CHOICES FOR ORPHANS AND GIRLS IN PRIMARY EDUCATION

WORKING PAPER



DIVISION OF
POLICY AND PLANNING
MAY 2007

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ORPHANS AND GIRLS
IN PRIMARY EDUCATION**

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May 2007

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List of Acronyms

NPA	National Plan of Action for Children
CRC	Convention on the Rights of Children
RDHS	Rwanda Demographic Health Survey
UN	United Nations
UNDP	United Nations Development Program
UNICEF	United Nations Children Fund
DFID	UK Department for International Development
FTI	Fast Track Initiative
ESSP	Education Sector Strategic Plan
MDGs	Millennium Development Goals
PRSP	Poverty Reduction Strategy
EDPRS	Economic Development and Poverty Reduction Strategy
IMF	International Monetary Fund
RWF	Rwanda Franc
CHH	Child Headed Household
US\$	United States Dollar
NER	Net Enrollment Rate
MINEDUC	Ministry of Education
GOR	Government of Rwanda

Executive Summary

Enabling every child to access, achieve and complete primary education is perceived in Rwanda and other poor countries as one of the keys to the attainment of national economic and socio-political development. The Rwanda government Vision 2020 commitments reflect this. Consequently, the economic development and poverty Reduction Strategy of the EDPRS (2006) prioritizes the Millennium Development Goals (MDG's) to achieving universal education and gender parity. This commitment has led the government of Rwanda to adopt and declare the "Fee Free Education Policy" (2003) in the belief that this measure would enable all children to participate in primary education.

It has now been realized that, however, that the provision of "fee free education" offers only a partial solution to the problem. Other important requirements for participation such as uniforms, scholastic materials, food at school and various important forms of child care needed at school and at home are left uncovered (UN 2004). Evidence has been provided to show that these do become significant for very poor families.

The paper has performed a situational analysis, highlighting the costs of schooling, perceived costs of the education, the costs of care and support and the insufficiency of government expenditure on primary education. In addition, situational analysis highlights some of the key factors that affect implementation effectiveness. These have been shown to include what has been conceptualized as "Moral Competencies" and "Technical Competencies." Moral Competencies are characteristically exhibited through acts of commitment to the well-being of the child, while Technical Competencies are exhibited through commitment and ability to help the child attain the highest possible level of achievement. The paper shows that both of these competencies are relatively lacking and that various investments need to be made to address these weaknesses.

The paper recognizes the fact that there are many categories of vulnerable or unreachable children but chooses to focus on the orphan child in order to sharpen the analysis. Although all the existing interventions are meant to reduce the cost of primary education, they do not go far enough for the orphan child. The "fee free" policy and the Nine-Year basic education policy seek to reduce the cost of education, but orphans do not have resources of their own that can supplement for government resources. Additional investments need to be designed and implemented for the orphan child.

A number of policy recommendations have been considered in this paper. They include:

- Increasing government investment in the form of subsidies;
- Improving the management of available resources
- Instituting cash transfers to families taking care of orphans
- Investing in options designed to improve effectiveness in policy implementation, and
- Providing a head-start programme otherwise referred to as affirmative action.

The problem noted in the course of preparing this paper is insufficiency of available data on the appropriate issues on which concrete evidence is required such as those required to determine the level of investment required to implement the policy options outlined above. The way forward is to institute limited policy research in this area to aid interventions in aid of the orphan child.

Résumé Analytique

Assurer pour chaque enfant l'accès et la réussite à l'école primaire est perçu au Rwanda tout comme dans les autres pays pauvres comme une des clés pour réaliser le développement national économique et socio politique. Les engagements de la Vision 2020 du Gouvernement rwandais reflètent ce principe. En conséquence, le développement économique et la stratégie de réduction de la pauvreté (2006) priorisent les Objectifs du Millénaire pour le Développement pour la réalisation de l'éducation universelle et la parité du genre. Cet engagement a amené le gouvernement rwandais à adopter et déclarer la « politique d'accès gratuit à l'éducation » (2003) avec la conviction que cette mesure permettra à tous les enfants d'accéder à l'enseignement primaire.

Il a été constaté cependant que cette politique d'accès gratuit à l'éducation ne constitue qu'une solution partielle au problème. D'autres besoins tels que les uniformes, les matériels scolaires, la nourriture à l'école et les formes variées de soins de l'enfant à l'école et à la maison ne sont pas couverts (NU 2004). Des données fiables montrent que ces besoins revêtent une importance capitale pour les familles très pauvres.

Ce travail de recherche fait une analyse de situation, en mettant en exergue les coûts de la scolarisation, les coûts perçus de l'éducation, les coûts des soins et de soutien ainsi que l'insuffisance des dépenses du gouvernement par rapport à l'enseignement primaire. En plus, l'analyse de la situation montre quelques uns des facteurs clés qui affectent l'efficacité de la mise en œuvre. Ces derniers incluent ce qui a été conceptualisé comme « Compétences Morales » et « Compétences Techniques ». Les compétences morales sont reflétées à travers des actes d'engagement pour le bien être de l'enfant, alors que les compétences techniques le sont à travers l'engagement et l'habileté d'aider l'enfant à atteindre le niveau le plus élevé de réussite. Ce travail montre que ces compétences manquent relativement et que des investissements variés doivent être faits pour trouver des solutions à ces faiblesses.

Cette étude reconnaît le fait qu'il y a plusieurs catégories d'enfants vulnérables ou enfants non touchés mais choisit de focaliser sur l'enfant orphelin afin d'affiner l'analyse. Bien que les interventions actuelles visent à réduire le coût de l'enseignement primaire, elles ne sont pas suffisantes pour l'enfant orphelin. La politique de gratuité et de l'éducation de base de 9 ans cherche à réduire le coût de l'éducation, mais les orphelins n'ont pas de ressources pour compléter l'apport du gouvernement. Des investissements additionnels sont requis pour l'enfant orphelin.

Un nombre de recommandations de politique sont proposées dans cette étude :

- Augmentation de l'investissement du gouvernement sous forme de subsides ;
- Amélioration de la gestion des ressources disponibles ;
- Institutionnalisation du transfert des espèces aux familles prenant soin des orphelins
- Investir dans options conçues pour améliorer l'efficacité de la mise en œuvre des politiques
- Lancer un programme d'action affirmative

Le problème identifié lors de cette étude est l'insuffisance des données disponibles notamment celles requises pour déterminer le niveau d'investissement requis pour mettre en œuvre les options de politique décrites ci haut. La prochaine étape est de faire une recherche en matière d'interventions pour aider l'enfant orphelin.

Resumen Ejecutivo

En Rwanda y otros países pobres se percibe que conseguir que todos los niños tengan acceso a la educación primaria, así como que rindan bien y la terminen, es una de las claves para alcanzar el desarrollo nacional económico y sociopolítico. Los compromisos de la Visión 2020 del Gobierno de Rwanda reflejan esta afirmación. Por consiguiente, el desarrollo económico y la estrategia de reducción de la pobreza del EDPRS (2006) conceden prioridad a los Objetivos de Desarrollo del Milenio para lograr la educación universal y la paridad entre los géneros. Este compromiso ha llevado al Gobierno de Rwanda a adoptar y declarar la “Política Educativa Libre de Costos” (2003), con la creencia de que esta medida permitirá a todos los niños participar en la educación primaria.

Sin embargo, en la actualidad se ha llegado a la conclusión de que brindar una “educación libre de costos” es solamente una solución parcial al problema. Otros requisitos importantes para la participación, como los uniformes, los materiales pedagógicos, los alimentos en la escuela y otras formas importantes de atención infantil que se necesitan en la escuela y en el hogar, han quedado sin satisfacer (ONU 2004). Las pruebas indican que estos factores son muy importantes para las familias muy pobres.

El documento ha realizado un análisis de la situación, subrayando los costos de la escolarización, los costos observados de la educación, los costos de la atención y el apoyo, y la insuficiencia de los gastos gubernamentales en educación primaria. Además, los análisis sobre la situación subrayan algunos de los principales factores que afectan a la eficacia de la ejecución. Entre ellos se encuentran lo que ha sido conceptualizado como “Competencias morales” y “Competencias técnicas”. Característicamente, las competencias morales se muestran por medio de actos de compromiso hacia el bienestar de la infancia, mientras que las competencias técnicas se reflejan en el compromiso y la capacidad de ayudar al niño a lograr el nivel más alto posible de resultados. El documento muestra que ambas competencias son relativamente insuficientes y que es preciso realizar diversas inversiones para abordar estas deficiencias.

El documento reconoce que hay muchas categorías de niños vulnerables o aislados pero prefiere centrarse en el niño huérfano a fin de refinar el análisis. Aunque todas las intervenciones existentes tienen por objetivo reducir el costo de la educación primaria, no son suficientes para resolver el problema relacionado con el niño huérfano. Tanto la política “libre de costos” como la política de Nueve Años de Educación tratan de reducir el costo de la educación, pero los huérfanos no tienen recursos propios que puedan complementar los recursos del gobierno. Es necesario formular y aplicar un aumento en las inversiones orientadas al niño huérfano.

En este documento se han examinado varias recomendaciones de política, entre ellas:

- Aumentar la inversión del gobierno en forma de subsidios;
- Mejorar la gestión de los recursos disponibles;
- Instituir transferencias de efectivo a las familias que se ocupan de los huérfanos;
- Invertir en opciones concebidas para mejorar la eficacia en la ejecución de las políticas, y
- Establecer un programa de acción afirmativa.

El problema apuntado en el curso de la preparación de este documento es la insuficiencia en la disponibilidad de datos sobre los temas apropiados de los que se necesitan pruebas concretas, como las que requieren establecer el nivel de inversión necesario para ejecutar las opciones de política señaladas anteriormente. La salida es instituir una investigación de políticas limitada en esta esfera para contribuir a las intervenciones de asistencia al niño huérfano.

1. Introduction

Enabling every child to access, achieve and complete primary education is perceived in Rwanda and other poor countries as one of the keys to the attainment of sustainable national economic and social development. The Rwanda Government vision 2020 commitments reflect this. Consequently, the economic Development and Poverty Reduction Strategy or the EDPRS II (2006) prioritizes the two Millennium Development Goals (MDGs) to achieving universal education and gender parity. This perception has led the government of Rwanda to adopt and declare the “Fee Free Education Policy” (2003) in the belief that this measure would enable all children to participate in primary education.

It has now been realized, however, that the provision of ‘fee free’ education” offers only a partial solution to the problem. Other important requirements for participation such as uniforms, scholastic materials, food at school, transport to school and various important forms of child care at school and at home are left uncovered (UN, 2004). Evidence is provided to show that these do become significant for very poor families. A high NER of 93.5% is undermined by a completion rate of only 45%. Other indirect barriers include the unfavorable perception by parents and guardians of the quality of education under this policy because they believe the children are not benefiting much, and also that it is costing them the family labor contributed by the children, both of which leads them to premature withdrawal of children from the system.

In addition to the constraints outlined above, which are essentially resource constraints, there are many others arising from ineffective implementation of the ‘fee free’ policy. These also need to be carefully defined, analyzed and addressed. These various observations indicate that the choice of policy measures, including the choice of investments in primary education, calls for a very careful and comprehensive prior analysis.

The present paper is limited to the consideration and analysis of the policy measures necessary for enabling the orphans and in particular the girl child to access, attain achievement and complete a primary education in Rwanda. This discussion will be relevant in some significant way to the situation of other developing countries, which share the characteristics of this country like Djibouti and Eritrea.

This paper divides into three major sections. The first section identifies and presents the main policy problem. The second section identifies and discusses the main barriers to access, achievement and completion of primary education. It concludes with the consideration of the investments necessary to loosen these constraints.

The second section also considers the barriers to effective implementation of the “fee free” policy especially with regard to the situation of the girl child and other most vulnerable children. This discussion focuses on the behavioral problems presented by the policy implementers at all levels of the education service delivery system. This is especially important in analyzing the fulfillment of obligations and responsibilities in realization of rights to education for orphans. The aim of the discussion is to highlight the practical implementation problems that are presented by these behavioral issues, which are referred to as both ‘technical’ and ‘moral incompetence’ that must be addressed. It is also assumed that addressing these problems calls for financial investments.

The third and last section considers the implications of this paper for the design of policy mechanisms for the cooperation of stakeholders in the task of increasing access and improving achievements and retention rates for the girl and orphaned girl child.

2. Problem statement

The core problem is that significant numbers of orphans and orphaned girls in particular, don't access, achieve or complete school in spite of the 'fee free education policy because of resource constraints which are only partially addressed, negative perceptions of value among parents/communities and a lack of requisite competencies among key implementers.

There is in essence limited understanding of the problem, hence inadequate allocation of resources, while implementation is at the very best also inadequate and ineffective. The intention of this policy paper is to clarify and bring on board some new analysis and policy options to improve access and completion of orphans and girls in primary education.

3. The situation analysis

3.1. Introduction

This section examines in detail the constraints and barriers to the access, achievement and completion of orphaned children with particular reference to the vulnerability of girls in this category. A causal—based analysis provides evidence of the significance of these factors in the participation of orphans in education. The study reviews two categories of barriers and constraints that seem to affect most in access for orphans and girls and provides an overview linked to the proposed policy options. The first constraint to be examined is the issue of resources and costs; and the second as outlined in the introduction and problem statement is the issue of effective implementation.

Whereas vulnerability has been identified differently by various researchers and institutions, this policy paper focuses on educational opportunities for orphans in Rwanda with particular reference to girls. The compelling case for examining the education of orphans in Rwanda is that they constitute approximately 29% (National census, 2003) of all children below 18 years in Rwanda. Orphans are unlikely to enroll (Anna Obura, 2005) and constitute the largest proportion of the estimated 104,000 (10%) primary age children who are out of school in Rwanda. A gender analysis of this situation further reveals that girls in this category are worst off. According to the concluding observations on Rwanda (2004), the committee on rights of children specifically expressed concern about the disparities in the enjoyment of rights experienced by among others, girls and orphans. A further breakdown indicates that orphans at highest risk include the poorest, who have lost both parents (7% of the 4-14 age group), and children who do not live with any biological parent even though they are alive. These form the largest share of children out of school who are also subsequently described (Deweese & Rubayiza, 2005; The National Plan of Action, 2006 and the RDHS, 2006, Gender in Education Policy, 2003) as those involved in child labour or working (170,000), those living in Child Headed Households (100,000).

The vulnerability of orphans in the educational process was well illustrated by the DHS study (2005) which highlighted the inability of households with orphans to meet the costs of schooling, with the worst off being children living in child headed households (CHH). The Rwanda DHS report (2006), established that children living with both or at least one parent (91%) are educationally more advantaged in that they are more likely to be in school than orphaned children (89%).

Table 1 School Attendance by Survivorship of Parents and by OVC status

For children age 10-14, the percentage attending school by parental survival and by OVC status, and the ratios of the percentages attending school by parental survival and OVC status, according to background characteristics, Rwanda 2005										
Background characteristic	Percentage attending school by survivorship of parents					Percentage attending school by OVC status				
	Both parents deceased	Number	Both parents alive and living with at least one parent		Ratio ¹	OVC	Number	Non OVC	Number	Ratio ²
			Number	Ratio ¹						
Sex										
Male	70.1	223	90.7	1,741	0.77	81.3	1,333	88.1	1,760	0.92
Female	78.8	245	91.6	1,770	0.86	83.3	1,394	90.1	1,854	0.92
Residence										
Urban	80.1	90	94.8	414	0.85	85.2	455	90.0	431	0.95
Rural	73.3	379	90.7	3,096	0.81	81.7	2,272	89.0	3,184	0.92
Province										
City of Kigali	76.0	48	97.5	178	0.78	82.8	238	90.8	198	0.91
South	71.6	136	89.3	848	0.80	78.4	732	85.8	892	0.91
West	74.5	136	92.2	1,024	0.81	82.3	701	91.9	1,037	0.90
North	75.4	57	91.0	727	0.83	83.4	471	89.5	739	0.93
East	78.1	92	90.5	735	0.86	86.2	584	88.4	748	0.97
Wealth quintile										
Lowest	75.8	72	87.6	709	0.86	81.8	629	87.6	701	0.93
Second	72.3	83	91.7	702	0.79	83.6	504	91.2	698	0.92
Middle	71.2	97	90.3	767	0.79	79.9	567	88.9	775	0.90
Fourth	71.2	96	90.9	718	0.78	83.8	504	87.6	757	0.96
Highest	81.1	120	96.0	615	0.84	83.1	523	90.3	685	0.92
Total	74.6	468	91.2	3,511	0.82	82.3	2,727	89.1	3,615	0.92

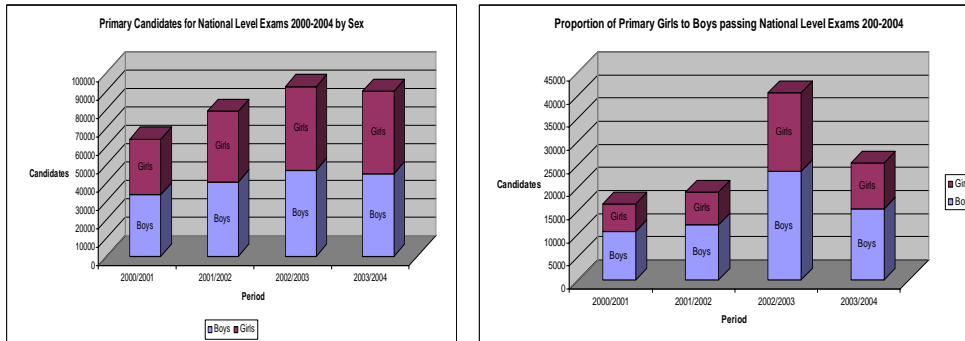
Note: Table is based on de jure household members, i.e., usual household members.
¹ Ratio of the percentage with both parents deceased to the percentage with both parents alive and living with a parent
² Ratio of the percentage OVC to the percentage not OVC

Source: Rwanda Demographic Health Survey, 2005

Table 1 (DHS,2005) indicates that both orphaned and non orphaned children among the lowest income quintile have limited chances of being in school (81.8% and 87.6%) than their counterparts in the highest income quintile (83.1% and 90.3%) respectively. This indicates that the poverty factor is significant in deterring vulnerable children from accessing primary education—but that it also has the highest impact on households with orphans.

A further analysis of orphans reveals that orphaned girls are also worst off and less likely to benefit from educational opportunities in comparison to boys.

Graphs 2 and 3: Completion and Achievement by Gender



Source: Ministry of Education Rwanda, 2005: Critical Issues in Girls' Education Policy.

Graph 1 indicates that whereas gender parity may have been achieved¹ at enrollment, this is being progressively eroded, with girls not only dropping out, but also not achieving (Graph 2). According to Dewese (2005), it is well-founded to also conclude that the bulk of the girls dropping out are orphans. The same is true for achievement. Few orphan girls make the transition to secondary since they also fail the exit exam in larger numbers. According to a Ministry report (2004), only 22% of girls passed the exit exam, compared with 34% of boys. As a result, more girls are barred from public secondary schools, and end up in large numbers in lesser quality, higher fee paying, and private secondary schools (UNICEF, DFID, et al, 2006).

3.2. Resource Constraints

3.2.1 Demand side Resource Constraints

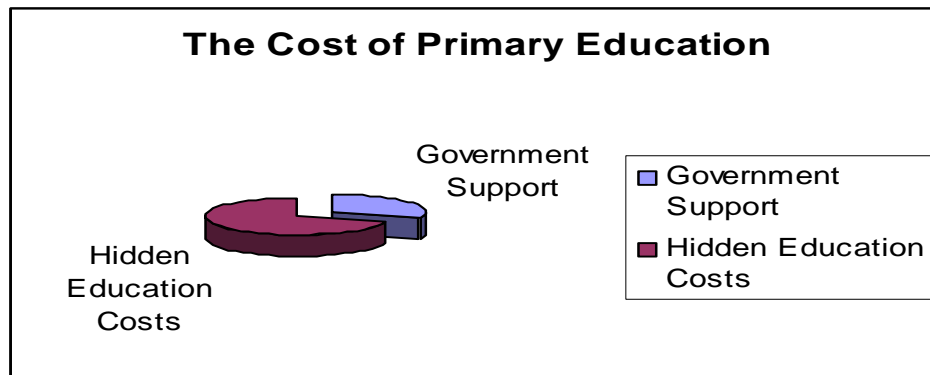
Influence of costs on parental demand for schooling

Based on available evidence, an immediate and major cause of poor access and completion in Rwanda for orphans and girls in particular is the cost factor.

Government expenditure per student in primary education has changed little in real terms since previous surveys: median expenditure over a 12-month period, at FRW 1,845 per student ,compares closely to the median value of FRw 1,798 in 2000/01(ISSR Report,2006). The actual and total costs of primary education however are unevenly distributed. For example, the average education expenditure for students in public or subsidized schools, at just under FRw 2,500 is 14 times lower than the average expenditure on the few students who attend private (fee-paying) primary schools (FRW 35,000).

1 The NER is 93.5% of which 94.7% are girls and 92.2% are boys. Gender parity at enrollment has been achieved in Rwanda.

Graph 4: Cost of Primary Education



Graph 4 above illustrates those hidden costs which constitute approximately 80% of the true cost of primary schooling. This cost is met by poor families which most likely host orphans.

Although primary completion rates have increased overtime, they remain under 50%, significantly lower than the Sub-Saharan average of 61% and far from 100%. Two main factors motivate drop out -- the cost of education and failure. An estimated 35% of households in Rwanda withdraw their children due to inability to afford the cost of uniforms, textbooks and lunch. Many families —let alone child headed families cannot meet or sustain such costs on a recurrent basis (EDPRS review, 2006; Tomasevski, 2006 page 53-54). Moreover, Tomasevski (2006) further notes that in spite of the government policy for ‘fee free’ education, 98% of children were in any case still paying fees in public primary schools. According to the NISR Report (2006, Pg 15), on average, for each household in 2005/06, uniforms constitute the largest expense in primary education, at 42% of mean house expenditure on education. Books and stationary together constitute another 37% of the total cost. Remaining expenditure is devoted to a range of items including donations to the school for specific items or events, food and transport. For students in private schools, enrolment fees make up a large component of overall education expenditure.

Influence of opportunity costs on parental demand for education

The perceived costs of education by parents are taken as the root or structural causes to the poor participation of orphans and the girl child. Most parents consider the opportunity cost of sending children to school in Rwanda as being too high. The children, especially boys who stay at home help parents look after animals, while girls undertake household chores and take care of siblings. Since many parents cannot directly see the relevance of education to the day to day requirements of the home or community, they often rank the foregone labour from their children as being much higher than schooling. The 1980 UNESCO report on educational wastage, using correlational data analysis to isolate determinants of repetition and dropout, concludes that “...dropout is closely related to the factors governing the demand for the supply of education “ (UNESCO 1980 p.6). One of those factors being the cost of schooling. This finding supports earlier studies conducted on determinants of dropout in developing countries (Levy 1971). Education is therefore seen as being important in promoting equality of opportunities for those such as orphans and girls who can otherwise be left out by lowering financial and other barriers

to entry into previously privileged positions. The education provides a return in the form of satisfying a social goal over above the private returns to the recipients of education (Psachoropoulos 1987).

To collaborate, the CWIQ survey (ibid) asserts that two main factors motivate drop out -- the cost of education and failure. While an estimated 35% of households withdraw their children due to inability to afford the cost of uniforms, textbooks and lunch, at least an additional 30 percent cite failure on the primary school leaving exam as the main reason for dropping out (CWIQ survey) (ibid). In the case of girls, cost considerations and the fact that in most cases they fail are exacerbated by negative cultural mindsets whereby educating girls is considered 'not good value' for money especially if bride wealth has to be foregone. This often leads to withdrawal of children from school especially girls. To counter these arguments and also to encourage governments, Woodhall 1987 quoting Schultz argues that education of women ... reduces the subsequent effective costs of education because of the critical role that mothers play in motivating their children to obtain an education and to perform well while attending school. The governments should therefore start campaigns aimed at improving achievements levels of girls and their access. It also makes investment sense to improve educational environment for girls.

3.2.2 Supply side resource constraints

For children who are out of school, it is argued that the current level of expenditure and or investment by government and the support programs in place do not create a sufficient threshold to bring all primary children into school (access), and to enable them to achieve and complete basic primary education. The 104,000 children out of school and the drop outs (not completing primary) above 50% need more investment and need to be specifically targeted with specialized programs to bring them to school, to help them achieve and to complete. The Rwanda government opted for a cost sharing structure committing to meet only Rwf 300 in 2003 and Rwf 2,500 in 2006 per student per annum (UNICEF, 2006). It is not clear what percentage of the total cost of education the government covers but Tomasevski (2006 page 53-54) estimates this contribution is only approximately 30% of the total cost of education. She further observes that the unmet costs (70%) are the principle factor for parental decisions not to send to or withdraw their children from school.

3.2.3 The Cost of Care and Support in School

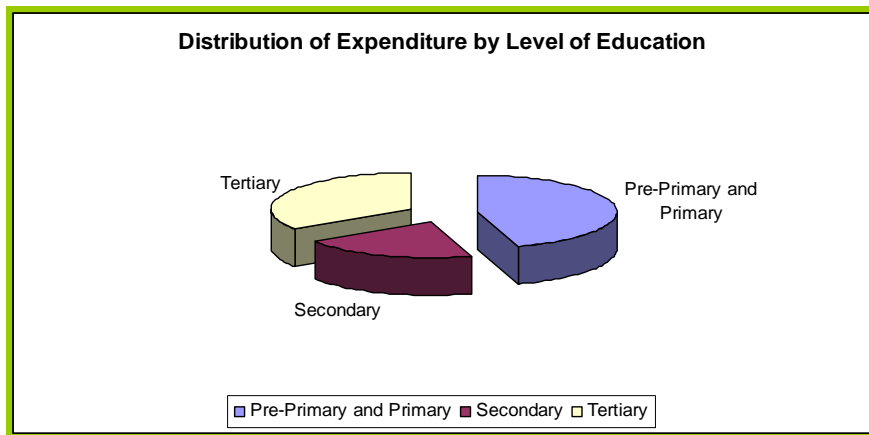
A key barrier is that schools are not designed to readily respond to needs of individual children especially the most needy that require care and support. Schools are not child friendly, and lack services aimed at the provision of school-based care necessary for orphans and for that matter other vulnerable groups including girls. The underlying causes mainly revolve around the lack of critical school facilities, inadequate teacher preparation and weaknesses in the curriculum. A major cause of schools remaining a hostile and not a child friendly place is the overcrowding and poor facilities. The grades 1-3 study under a double shift system, whereby attention to individual needs is literally impossible. This is due to a lack of classrooms leading to fairly high pupil classroom ratio of 50. Sanitation facilities are inadequate with coverage of only 20 % (UNICEF, 2005). Hygiene is subsequently cited as one of the biggest problems (UNICEF, 2006) especially in the participation of girls. The second underlying problem relates mainly to inadequate teachers. In the first instance, teachers are few, with the pupil/teacher ratio standing at 66. In the

second instance, teachers do not seem to have the competencies to provide quality learning and for that matter, adequate preparation to handle orphaned children in a specialized sense. It is therefore noted that while the number of qualified teachers stands at a high of 88%, the main problem lies in the lack of the requisite ²competencies. This is compounded by poor quality curriculum and certain rigidities which hinder the participation of Orphaned girl child.

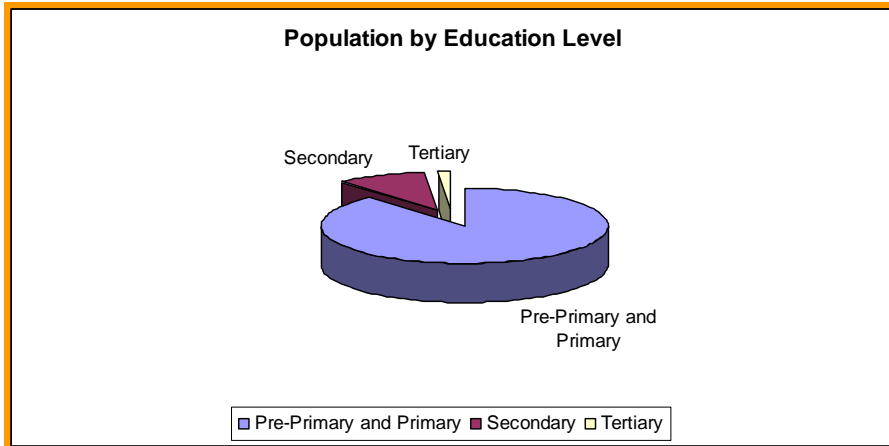
Insufficient Expenditure on Primary Education

Whereas there is a slight and progressive increase in budgetary allocation to basic education, it is insufficient in many respects and the budget is heavily skewed in favor of higher education. According to the Fast Track Initiative (FTI) Assessment report (2006), areas for improvements are highlighted. In the first instance, the recurrent expenditure on education has averaged about 17.4% of total public expenditure over the period 2003-06, compared to the FTI benchmark of 20%. In fact public expenditure on education has fallen as a share of the total government expenditure (from 19.3% in 2003 to 16.3% in 2006). Development expenditure fell from over 10% of total government development expenditure in 2003 to 7% in 2005/06. This is very low relative to the continued need for expansion of the primary and lower secondary infrastructure. In the second instance, whereas primary education's share of education recurrent expenditure rose from 40 to 50% between 2003-06, this level of expenditure lies below the 50% FTI benchmark.

Graphs 5: Education Budget Allocation in Rwanda



2 Competence refers to capacity to understand and appreciate the right of all children especially vulnerable children to education. In this case it specifically refers to the ability; knowledge and the willingness to provide care and support for enabling vulnerable children participate in education.



Graph 5 above illustrates the fact that a disproportionate share of the budget, at least 35% of development expenditure in 2005 and 2006 was expended on tertiary education in comparison to primary and basic education where the majority of neediest are located. The total government expenditure on education in 2003--2006 was Rwf 52.9 billion of which, approximately Rwf 42.4%, 18.9% and 31% was expended on primary, secondary and tertiary education respectively (UNICEF, DFID, et al 2006). There is evidence (Woodhall, 1987) to suggest that inadequate expenditures of public funds on primary education tend to increase the inequality in the distribution of income—hence lower participation of vulnerable groups. Increased expenditure of public funds used in higher education tends to increase the inequality in the distribution of personal income. In the case of Rwanda, the policy of ‘fee free’ primary education, adopted in 2003, helps to alleviate the cost constraint for the poor especially girls and orphaned girl child. This is however clearly inadequate with a 45% completion rate. The reduced share of primary education sub sector is directly responsible for the fact that at least 8-10% don’t join in the first instance---while in the long-run it contributes to the poor school environment responsible for drop out.

The main reason for skewed budgets is related to the debates on social returns. The immediate returns on investing in primary education are often contested. Psacharopoulos (1987) has reviewed attempts to measure the social and private rate of return on investment in 32 countries and updated this survey of research on the returns to education by analyzing the results of cost-benefit in 44 countries including Rwanda. Estimates of social and private rates of return to educational investment, based on the surveys of the earnings of workers of different educational levels in 44 countries in the period from 1958 to 1978 reveal four underlying patterns: i) The returns to primary (whether social or private) are the highest among all educational levels; ii) that private returns are in excess of social returns, especially at the university level; iii) that all rates of return to investment in education are well above the 10% common yardstick of the opportunity cost of capital; and iv) that the returns to education in less developed countries are higher relative to the corresponding returns in more advanced countries

Table 2: Social returns to investments in education (%)

Country group	Primary	secondary	Higher
Developing	27	16	13
Intermediate	16	14	10
Advanced	n.a	10	9

Source: Psacharopoulos 1981

The results of the study on returns are illustrated in Table 2. For Rwanda just as in most developing countries, the high social returns found in primary (27%) contrast sharply with the modest returns for higher education (13%). This suggests these countries should proportionately and progressively increase investment in primary education as an area of greater returns.

3.3. Implementation Effectiveness

Solving the multi-layered problem of exclusion for the most hard to reach children necessitates two behavioral factors; a) the willingness and; b) the ability of implementers at all levels to not only ensure sufficient funding, but also to constantly analyze barriers and provide practical solutions (Tomasevski, 2006). These behavioral issues are referred to as both ‘technical’ and ‘moral competences’. There is evidence that these critical elements are inadequate in Rwanda

3.3.1 Moral Competences

A moral competence in this paper refers to the willingness³ and commitment of implementers in addressing the barriers to the participation of girls and Orphaned girl child in education. These competences are grounded in the understanding and commitment to the fulfillment of the rights of orphaned girl children to education. There is evidence in Rwanda that this competence is lacking in many respects.

According to Tomasevski (2006), policy makers and the governments have exhibited strong ambivalences to universal education through half measures in the form of ‘fee free’ education. In developing countries, the explanation provided for this position is often the issue of limited resources (Hardman, et al, 1991) although analyses of resource allocations don’t necessarily reflect this. The government of Rwanda readily admits there is cost sharing and the charges levied upon families are strategic so that government is left to address only the tuition (or 30% of the costs) due to a limited budget. However, universalizing primary education will not be achievable without eliminating the financial obstacles that poor families face. In Rwanda at least

³ Moral competences, for purposes of this paper, refer to both the willingness and commitment among implementers at all levels to redress the constraints or barriers to the participation of girls and vulnerable children in the educational process.

8- 10% (MINEDUC, 2005) of the children are deterred from getting into school in the first instance because parents cannot meet the costs.

In the second place, many in policy making and service delivery positions do not genuinely understand their obligation to ensure that all children without exclusion go and stay in school as a fundamental right. This is true especially at school level where school head teachers don't feel any obligation to those who are out of school, or care in a particular sense about the drop out rates. Redressing the lack of understanding of obligations is particularly important and fundamental in enabling implementers in Rwanda carry out necessary analysis of orphaned girl. According to the Rwanda DHS (2006), the number of children having special needs comprises a much larger proportion of the school- age population than would normally be expected, due to genocide. It states "children, in particular, those with disabilities, orphans, street children, and child headed families particularly represent orphaned girl for whom special provision is needed either within the ordinary school system or in special facilities..." Children deprived of parents (orphaned) are at increased risk of violence, exploitation, and other forms of abuse. In their concluding observations on Rwanda, the committee on children's rights (2004) was particularly concerned that owing to traditional attitudes, respect for the views of the child remains limited within the family, in the schools, in institutions, and also administrative authorities and in society at large. Admittedly however, these types of moral competencies are hard to deal with and require long-term investment preferably, through a system of 'modeling'.

3.3.2 Technical Competences

On the side of 'technical competencies' we specifically refer to the ability⁴ of implementers and examine three factors which have had greatest impact on access and completion of vulnerable children.

At the level of immediate causes in access and achievement of girls and ORPHANED GIRL, is the issue of school management related constraints and barriers: An analysis of the utilization of the school capitation grants reveals that opportunities are missed at this level in the use of such funds to ensure orphaned girl stay in school (Obura, 2005). The constraint is partially due to lack of guidelines from the centre—but also a lack of due diligence when it comes to such groups. In addition, the training and orientation of teachers who manage schools is essentially towards teaching and learning but not care. Almost 95% of the schools visited in a UNICEF study (2005) revealed that there was no systematic data collection or records of individual profiles of children. Head teachers were essentially unaware of the circumstances of the children in school—and available data was collected seasonally during annual school census. However as noted by Hardman (1991), it is also common experience in Africa, the motivating factor for information at school level is chiefly capitation grants which are normally tagged to enrollments. School enrollment figures therefore don't necessarily reflect the true situation in the school.

At the level of underlying causes, the gender factor in school management assumes a level of prominence in addressing girls and ORPHANED GIRL access and retention: There is evidence from a study on gender based violence (Kanyangara, Claudia, et al, 2005) that schools which are

⁴ Technical competencies, for purposes of this paper, refer to the ability and level of knowledge that implementers at all levels have in addressing the educational requirements of girls and vulnerable children.

managed by women are bound to have less incidences of child abuse—especially sexual violence against girls. Moreover, women teachers are more likely to pay particular attention to care and support beyond teaching than men. It makes more sense therefore, to expedite recruitment of women in positions of responsibility and particularly as teachers.

At the more fundamental and structural level, this paper examines the capacity for analysis, policy development and planning at national levels. Politics plays a considerable role in limiting educational access for some orphaned girl of children in Rwanda. For example, due to the need to eliminate the genocide ideology, government is reluctant to acknowledge or take action on marginalized groups such as the Batwa (pygmies) who regularly miss out on Education (Anna Obura, 2005). In the same vein, a concept note (Karin Hyde, 2006) on affirmative action to redress imbalances in girls participation in educational process was necessary to support the Ministry of Education provide justification of policy, in the face of potential opposition.

In terms of availability of data to support analysis in planning—the situation of lack of knowledge/awareness of circumstances of vulnerable children still remains at national level. For Rwanda—the Education Management Information System (EMIS) is yet to be established to help planner's tell exactly how many children are most vulnerable for national level planning. DFID, UNICEF et al (2006) rightly observe that there are no studies or disaggregated data to inform targeted strategies and interventions. However some studies, have explored some factors, albeit not comprehensively which deter children from accessing, staying in and completing school (Ibid, 2006, Tomasevski, 2006). With an estimated 29% of children below 18 years in Rwanda being orphans—it is important to clarify how these are being addressed in the education system.

While the government has achieved substantially in improving access to education (NER is 93.5%), this paper argues that the government is moving on leaving the 104,000 children of primary school age still out of school and a continuing drop outs of 14.2% and 18.1% in 2000/01 and 2005 respectively. Moreover like Schuring (2005) observed for Madagascar, drop out rates in Rwanda average 18% especially in the first year—which also raises doubt whether the enrollment rates of 93.5% are compatible with that kind of drop out. Implementers are not able to make the next step in identifying deterrents to these children attending school and exploring appropriate policies and interventions to put them and keep them in school until completion without a good analysis of reliable data. The government is for example now moving to the next level to tackle challenges related to improving the quality of education to improve the student learning outcomes through an ongoing review of the curriculum. However, a mechanism to determine monitoring of learning achievement has not yet been established to validate the new curriculum framework. Doubts in learning achievement continue to be a source of drop out.

4. Existing policies and instruments

The key education sector policies include the 'Fee Free' Primary Education Policy; and the Nine-Year Basic Education policies which are implemented under a five-year Education Sector Strategic Plan (ESSP). The policies were developed within a national policy framework under

the country's vision 2020 which aims at establishing knowledge-based economy, and the 10 year PRSP or Poverty Reduction Strategy now under review.

The new PRSP or Economic Development and Poverty Reduction Strategy (EDPRS) subsequently prioritise human resource development. The recent review report highlights the weak vulnerability analysis and the lack of clear outcomes for women and most orphaned girl. The intention of the 'fee free' education policy is the reduction of costs to all children—and those specifically related to tuition fees.

A major weakness lies in the translation of macro policy into annual milestones and development of sub-sector policies to enable implementation. Supplementary policy measures are necessary to help poorer communities to meet 'hidden cost' of education. Specifically, explicit measures that target orphaned girl need to be elaborated. The 9-year basic education policy is progressive, and aims to promote transition of vulnerable children especially girls to lower secondary without leaving the system. The Ministry of education has established the 5 –year Education Sector plan which elaborates strategies for achieving 'fee free' primary education, the 9 year policy—and ultimately the vision 2020. In the ESSP, clear outcomes to increase access as well as quality have been elaborated—the challenge lies in implementation capacity.

5. Policy recommendations

This paper makes four policy recommendations which are aimed at addressing the demand and supply side resource constraints to access and completion of girls and orphans as elaborated in the analysis. They include: a) the provision of a full subsidy to make education accessible to orphans and girls; b) establishing schools as centers of care and support; c) implementation of a social cash transfer scheme; and d) the establishment and implementation of affirmative action for orphans and girls.

5.1. The Provision and Management of a Full Subsidy to Enable all Orphans and Girls to Access Education

This option calls for an increase in the capitation grants⁵ (school subsidy) to remove parental contribution as the key to increasing access and retention. The first barriers being addressed include meeting all key costs of schooling for orphans' vulnerable children. The second barrier includes addressing the issue of school feeding. In the case of orphaned girls and children in child headed households (CHH), the removal of such barriers would significantly enhance their participation. The citizens report (2006) indicates that orphans cannot meet the approximately Rwf 35,000 which constitutes 70% of school costs. Woodhall (1987 p 24) in his study illustrates that additional funds spent in the school coffers did improve ostensibly the quality of education received by disadvantaged children especially girl child. Increase in capitation grants to realistic levels will lead to reduction in costs to poorer families.

Two specific policy strategies are proposed:

⁵ Capitation grants are conditional cash grants for school tuition given for government sponsored student.

- This recommendation suggests *Comprehensive Capitation Grant to meet a ‘basic minimum package’* of inputs required to deliver ‘an adequate education’. By undertaking this option, government will have removed at least 80% of the constraints. In the case of orphans, this should include school uniforms, scholastic materials, etc which reduces the burden. It also calls for a change in the view of educators—encouraging them to look at expenditure not as a cost but as an investment.
- This recommendation also suggests establishment of *a government funded school feeding programme to address inadequate dietary requirement*. The current government policy places the burden of school feeding on parents. The result is that 30-40% of children in school go without a lunch. World Food Programme (WFP, 2006) report provides evidence that provision of school feeding does increase access and retention of the most vulnerable children, especially orphans. This kind of support does however need to be sustained, hence the need for a government intervention.

5.2. Establishment of Schools as Centers of Care and Support

This option calls for increased investment in safe spaces such as gender sensitive school infrastructure and specialized care and support services. This proposal addresses inadequacies analyzed in the area of implementation effectiveness, namely: a) a lack of commitment; and b) a lack of capacity to ensure the rights of orphans and girls. The commitment and capacity of education managers is necessary in the creation of a conducive school environment for orphans and girls. *Options proposed under this category are based on the hypotheses that the foundation of effective investment policy choices in education lies in management decisions grounded in human rights processes and practices.*

This paper proposes three policy strategies:

- **Establishment of Human Rights-Based School Management Capacity.** The objective of this strategy is to establish values and attitudes *among education managers* which lead to better investment decisions and specifically school-based fiscal management standards which enables orphans to stay in school: This proposes a) compulsory integration of care and support cost items/elements in school planning and budget proposals; and b) establishment of a legal element/framework to compel schools and parents/communities to safeguard rights through budgets. Moreover the school environment is very poor in lower primary with overcrowding and a double shift system.
- **Establishing schools as centers of care and support.** In this option, the proposals are two-fold: a) establishment of basic social services critical to the wellbeing of orphaned girl such as home follow ups, counseling and welfare support; and b) investment in preparation/training of teachers as essential factors of care and support including special needs education. This therefore, calls upon government to increase expenditure over and above current levels, especially in lower primary to remove the crippling double shift system, improve learning environment and drop out rates in lower grades. The proposal on gender sensitive recruitment calls for ensuring 50% equity in recruitment at all levels of education management –including managers and teachers.

5.3. Implementation of a Social Cash Transfer Scheme

The constraint being addressed is the fact that the demand for education and in particular, the attendance of orphans and girls is affected by poverty and costs. This is particularly relevant in Rwanda where 60% live below the poverty line. In the case of orphaned and dependent households, decisions on school attendance are not based on choice but survival. Moreover, there is the perception that it does not pay to send children to school (Anthony Deweese, 2005), when poor families see schooling as very costly in terms of alternative costs including loss of labour and potential bride wealth. The above issues and perceptions are exacerbated by the low value perceptions of education. For one thing, pass rates are low, while unemployment is high in Rwanda—and skills gained are also not immediately relevant. The options described here specifically make the case for one investment choice namely: predictable⁶ cash transfers to poor families;

- The option of transferring cash to poor families is meant to offset costs of schooling—and to encourage parents to send or maintain children in school as being a cost effective measure. Cash Transfers is a policy option that could be used to cater for the 8-10% category that does not go to school. Just as in Europe (Marcus, 2004: Maastricht Graduate School of Governance, 2006), there is significant evidence (Mobile Task Team, 2005, Making cash Count, 2005) in over five countries in Africa including Zambia, Malawi, Madagascar where social cash transfers have created safety nets against poverty. In Rwanda, local systems like the “Mutuelle de Sante” or community medical insurance schemes have indicated benefits and feasibility of social transfer. Comprehensive social transfer packages which address a range of constraints (health, income, nutrition) are particularly attractive if they are linked to educational outcomes in an unconditional manner.
- Psacharopoulos 1987 quoting Friedman suggests that Government(s) could require a minimum level of education which they could finance by giving parents vouchers redeemable for a specified maximum sum per child per year if spent on approved educational services. Parents would then be free to spend this sum and any additional sum on purchasing educational services from an approved institution of their choices. It would also be possible for government(s) to continue to administer some schools but parents would be paid a sum equal to the estimated costs of educating a child in government school, provided that at least this sum was spent on education in an approved school.

5.4. Affirmative Action

The policy recommendations proposed in this category examine the use of affirmative action in increasing access and retention of orphans and girls. “Affirmative action” or “positive discrimination” is described by Karin Hyde (2006) as a general term for initiatives that try to increase the representation of groups in sectors (politics, the economy or education) in which they have been historically under-represented. The compelling evidence for this option is the

⁶ According to a UNICEF report (Integrated Summary Report on Education, Public works and Cash Transfers programmes), cash transfers should be a social contract which should not be just abandoned at some point.

higher drop out among orphans and girls. Secondly, according to Anthony Deweese (2005), many orphans are involved in work or look after other siblings. The current school set up is not attractive. The conditions described below specifically make the case for two choices: a) affirmative action in admission and financing of orphans and girls participation; and b) establishment of complementary or specialized education programmes for out of school children.

- **Establishment of incentives for girls and orphans.** The proposal on “positive discrimination” in admissions calls for awards of extra resources and facilities to schools which enroll and retain orphans. Karin Hyde (2005) indicates the great successes achieved in countries that have established bursary schemes.
- **Investment in special or complementary education programmes;** This option proposes entirely special programmes such as the ‘Catch up’ programme in Rwanda (Anthony Deweese, 2005) which specifically target groups that have been left out in the educational process

6. Next steps

- More analysis of existing data to get detailed information related to access to quality education for vulnerable children
- More data collection and analysis
- Development of an advocacy kit to ensure the government invests more in quality education for vulnerable children
- Advocacy targeting decision makers including development partners involved in the education sector to ensure vulnerable children have access to quality education

7. Conclusion

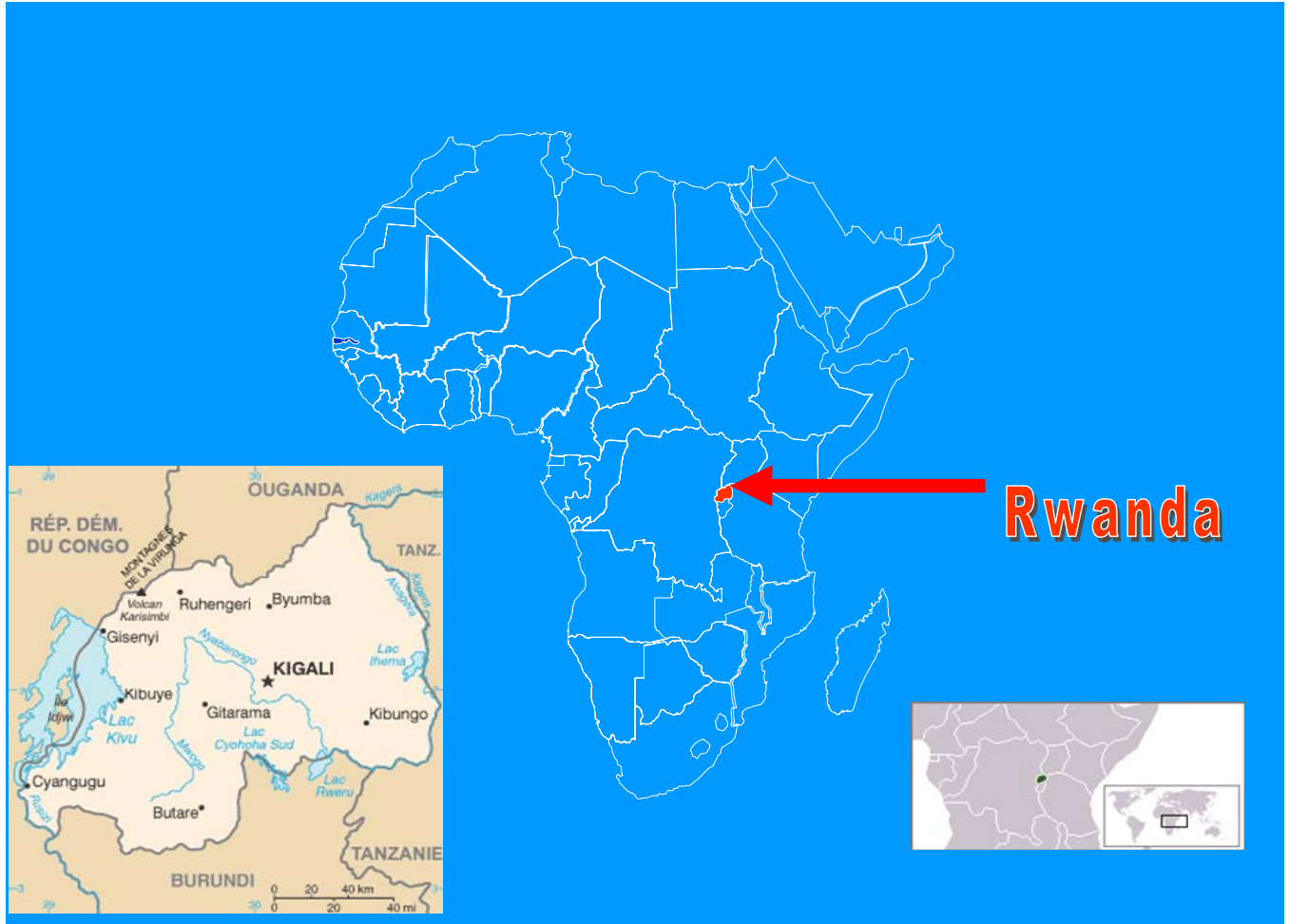
This paper addresses the issue of significant number of orphans and especially girls, who don't access, achieve and complete primary school in spite of fee free education policy. The causality analysis of this situation brought out two main causes involving on one hand resource constraints including the costs of schooling, perceived costs of education, the cost of care and support, insufficient expenditure on primary education by the government and on the other hand the issue of implementation effectiveness linked to poor moral and technical competencies.

Four policy recommendations are suggested focusing on increasing government investment in the form of subsidies, improving the management of existing resources, instituting cash transfers to families taking of orphans, investing in options designed to improve effectiveness in policy implantation and taking affirmative action.

The way forward for UNICEF Rwanda and its partners will be to collect more disaggregated data to better highlight the issue of access, achievement and completion of orphans in Rwanda, cost the policy options proposed by this paper, develop an advocacy kit to ensure the government as well as education partners invest more in quality education of orphans.

8. ANNEXES

8.1.MAP OF RWANDA



8.2.Rwanda: Selected Indicators

DEMOGRAPHY					
<i>Time</i>	<i>Indicator</i>	<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>
2002	Total Population size	8,128.6	Thousand	National	MINECOFIN, GPC_2002 ⁷
2002	Proportion of population below 18 years	52%	Percent	National	MINECOFIN, GPC_2002
2002	Life expectancy at birth (years)	51.2	Years	National	MINECOFIN, GPC_2002
2002	Average annual population growth rate	2.6	Percent	National	MINECOFIN, GPC_2002
2002	Proportion of population urbanized	16.9	Percent	National	MINECOFIN, GPC_2002
2002	Population density	321	Hab/km ²	National	MINECOFIN, GPC_2002
2005	Total Fertility Rate (Number of children by woman)	6.1	Children	Total	MINECOFIN, DHS 2005
		4.9	Children	Urban	MINECOFIN, DHS 2005
		6.3	Children	Rural	MINECOFIN, DHS 2005
ECONOMY					
2004	GDP per capita	220	US Dollars	National	World Bank
2004	Real GDP growth	4.2	Percent	National	PRS/APR_2005 ⁸
2000	Proportion of population living the poverty line	60	Percent	National	EICV 2000
EDUCATION					
<i>Time</i>	<i>Indicator</i>	<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>
2003-2004	Government spending on education as % of total public expenditure	23	Percent	National	PRS Annual Progress Report 2005
2003-2004	Public expenditure on primary education as % of total public expenditure on education	41.7	Percent	National	PRS Annual Progress Report 2005
2003-2004	Pupil : teacher ratio (at primary)	66.9	Number	National	PRS Annual Progress Report 2005

⁷ GPC: General Population census

⁸ PRS/APR: Poverty reduction Strategy/Annual Progress Report

2003-2004	Number of teachers in Primary		28,774	Number	National	PRS Annual Progress Report 2005
2003-2004	Number of teachers in Tronc Commun		2,600	Number	National	PRS Annual Progress Report 2005
2003-2004	Number of teachers in Upper Secondary		1,442	Number	National	PRS Annual Progress Report 2005
2002-2003	Ratio of girls to boys in secondary education		1.04	Ratio	National	UNDP_HDR 2003
2001-2002	Children reaching grade 5 (% of grade 1 students)		47	Percent	National	UNDP_HDR 2005
2000-2002	Public expenditure on education (% of GDP)		2.8	Percent	National	UNDP_HDR 2005
2003	Adult literacy female rate as % of male rate		84	Percent	National	UNDP_HDR 2005
2003-2004	Gross Enrolment Rate		135.1	Percent	National	MINEDUC_Report, 2004
2004-2005	Net Enrolment Rate		93.5	Percent	National	MINEDUC_Report, 2005
2004-2005	Net Enrolment Rate	Boys	92.2	Percent	National	MINEDUC_Report, 2005
		Girls	94.7	Percent	National	MINEDUC_Report, 2005
2003-2004	Completion Rate		44.9	Percent	National	MINEDUC_Report, 2004
2003-2004	Drop out Rate		15.2	Percent	National	MINEDUC_Report, 2004
2003-2004	Repetition rate		19.2	Percent	National	MINEDUC_Report, 2004
HEALTH						
<i>Time</i>	<i>Indicator</i>		<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>
2005	Modern contraceptive prevalence		10.3	Percent	National	DHS+_2005 ⁹
2000-2002	Public expenditure on health (% of GDP)		3.1	Percent	National	UNDP_HDR 2005

⁹ DHS+: Demography and Health Survey+

2005	Proportion of 1 year-old children fully immunized against BCG	96.5	Percent	National	DHS+_2005
2005	Proportion of 1 year-old children fully immunized against polio3	84.3	Percent	National	DHS+_2005
2005	Proportion of 1 year-old children fully immunized against measles	85.6	Percent	National	DHS+_2005
2005	Proportion of 1 year-old children fully immunized against all antigens	75.2	Percent	National	DHS+_2005
2005	Proportion of births attended by skilled health personnel	39	Percent	National	DHS+_2005
2005	Infant mortality rate (${}_1Q_0$)	86	Per 1000	National	DHS+_2005
2005	Infant-juvenile mortality rate (${}_5Q_0$)	152	Per 1000	National	DHS+_2005
2005	Maternal mortality ratio (per 100,000 live births)	750	Per 100 000	National	DHS_2005
2005	Post natal mortality	49	Per 1000	National	Child Health Assessment 2005
2005	Neonatal mortality	37	Per 1000	National	Child Health Assessment 2005
2003	% of pregnant women sleeping under impregnated mosquito net	19.5	Percent	National	PRS Annual Progress Report 2005
2003	% children under age of 5 sleeping under impregnated mosquito net	18	Percent	National	PRS Annual Progress Report 2005
2005	Use of improved sanitation facilities	10	Percent	Urban	Policy on Water and Sanitation, 2006
		8	Percent	Rural	Policy on Water and Sanitation, 2006
2006	Use of improved safe drinking water	66	Percent	Urban	Policy on Water and Sanitation, 2006
		44	Percent	Rural	Policy on Water and Sanitation, 2006
2004	Doctors per inhabitants	1/45,000	Number	National	PRS Annual Progress Report 2005
2004	Nurses per inhabitants	1/28,000	Number	National	PRS Annual Progress Report 2005

2004	% living within 5km of health centre	74.2	Percent	National	PRS Annual Progress Report 2005
2004	Share of government budget allocated to health	8.24	Percent	National	PRS Annual Progress Report 2005
2004	% of nurses in rural areas	20%	Percent	National	PRS Annual Progress Report 2005
2004	% of population enrolled in mutuelle insurance	27	Percent	National	PRS Annual Progress Report 2005

HIV/AIDS PREVALENCE

<i>Time</i>	<i>Indicator</i>	<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>	
2005	Proportion of population (15-49 years) HIV positive	3	Percent	National	DHS+_2005	
2005	Proportion of men (15-49 years) HIV positive	2.3	Percent	National	DHS+_2005	
2005	Proportion of women (15-49 years) HIV positive	3.6	Percent	National	DHS+_2005	
2005	Prevalence in the age group 20-24 years	Girls	2.5	Percent	National	DHS+_2005
		Boys	0.5	Percent	National	DHS+_2005
2005	Proportion of young people 15-24 years with comprehensive knowledge on HIV/AIDS	Female	23	Percent	National	DHS+_2005
		Men	20	Percent	National	DHS+_2005
2004	Proportion of people using condom in high risk sex	Female	23	Percent	National	UNAIDS 2004
		Men	55	Percent	National	UNAIDS 2004

NUTRITION

<i>Time</i>	<i>Indicator</i>	<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>
2005	Proportion of Children under weight for age (% under age 5)	23	Percent	National	DHS+_2005
2005	Proportion of Children under height for age (% under age 5)	45	Percent	National	DHS+_2005
2005	Proportion of Children under weight for height (% under age 5)	4	Percent	National	DHS+_2005
2005	Exclusive breastfeeding	88	Percent	National	DHS+_2005

2005	Breastfeeding plus complementary food at 6-9 months	69	Percent	National	DHS+_2005	
2005	Continued breastfeeding at 20-23 months	85	Percent	National	DHS+_2005	
2005	Timely initiation of breastfeeding	41	Percent	National	DHS+_2005	
2005	Vitamin A supplementation	99	Percent	National	DHS+_2005	
2005	ORT	32	Percent	National	DHS+_2005	
CHILD PROTECTION						
<i>Time</i>	<i>Indicator</i>	<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>	
1999-2001	Child labour whose mother have some education	30	Percent	National	UNICEF_SOWC 2004 ¹⁰	
1999-2001	Child labour whose mother have no education	31	Percent	National	UNICEF_SOWC 2004	
2002	Proportion of Children orphans (below 18 years)	27.2	Percent	National	MINECOFIN_GPC_2002 ¹¹	
1999-2004	Birth registration	Total	65	Percent	National	UNICEF, SOWC, 2006
		Rural	66	Percent	National	UNICEF, SOWC, 2006
		Urban	61	Percent	National	UNICEF, SOWC, 2006
WOMEN						
<i>Time</i>	<i>Indicator</i>	<i>Data Value</i>	<i>Unit</i>	<i>Subpop</i>	<i>Source</i>	
2003	Seats in parliament held by women	48.8	Percent	National	RDI_MINECOFIN_2004 ¹²	

¹⁰ SOWC: The State of the World's Children

¹¹ GPC: General Population Census, 2002

¹² RDI: Rwanda Development Indicators

8.3.School Attendance by Survivorship of Parents and by OVC status

For children age 10-14, the percentage attending school by parental survival and by OVC status, and the ratios of the percentages attending school by parental survival and OVC status, according to background characteristics, Rwanda 2005

Background characteristic	Percentage attending school by survivorship of parents					Percentage attending school by OVC status				
	Both parents deceased	Number	Both parents alive and living with at least one parent	Number	Ratio ¹	OVC	Number	Non OVC	Number	Ratio ²
Sex										
Male	70.1	223	90.7	1,741	0.77	81.3	1,333	88.1	1,760	0.92
Female	78.8	245	91.6	1,770	0.86	83.3	1,394	90.1	1,854	0.92
Residence										
Urban	80.1	90	94.8	414	0.85	85.2	455	90.0	431	0.95
Rural	73.3	379	90.7	3,096	0.81	81.7	2,272	89.0	3,184	0.92
Province										
City of Kigali	76.0	48	97.5	178	0.78	82.8	238	90.8	198	0.91
South	71.6	136	89.3	848	0.80	78.4	732	85.8	892	0.91
West	74.5	136	92.2	1,024	0.81	82.3	701	91.9	1,037	0.90
North	75.4	57	91.0	727	0.83	83.4	471	89.5	739	0.93
East	78.1	92	90.5	735	0.86	86.2	584	88.4	748	0.97
Wealth quintile										
Lowest	75.8	72	87.6	709	0.86	81.8	629	87.6	701	0.93
Second	72.3	83	91.7	702	0.79	83.6	504	91.2	698	0.92
Middle	71.2	97	90.3	767	0.79	79.9	567	88.9	775	0.90
Fourth	71.2	96	90.9	718	0.78	83.8	504	87.6	757	0.96
Highest	81.1	120	96.0	615	0.84	83.1	523	90.3	685	0.92
Total	74.6	468	91.2	3,511	0.82	82.3	2,727	89.1	3,615	0.92

Note: Table is based on de jure household members, i.e., usual household members.
¹ Ratio of the percentage with both parents deceased to the percentage with both parents alive and living with a parent
² Ratio of the percentage OVC to the percentage not OVC

Source: Rwanda Demographic Health Survey, 2005

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