



**FORUM FOR AFRICAN WOMEN EDUCATIONALISTS (FAWE RWANDA)**

**Gender Analysis of the Technical and Vocational Education and Training  
(TVET) Policy in Rwanda**

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**ACRONYMS AND ABBREVIATIONS**

AFER	Association of Women Entrepreneurs in Rwanda
AP	Apprenticeship Training
CTE	Career and Technical Training
EDPRS	Economic Development and Poverty Reduction Strategy
EFA	Education for All
ESSP	Education Sector Strategic Plan
FAWE	Forum for African Women Educationalists
ICT	Information Communication Technology
IPRC	Integrated Polytechnic Regional Centre
MINEDUC	Ministry of Education
NCDC	National Curriculum Development Centre
PRSP	Poverty Reduction Strategy Paper
RNEC	Rwanda National Examinations Council
TVET	Technical and Vocational Education and Training
ULK	Universite Libre de Kigali
UPE	Universal Primary Education
UNESCO	United Nations Education, Scientific and Cultural Organisation
VET	Vocational Education and Training
WDA	Workforce Development Authority
WE	Workforce Education

## 1. INTRODUCTION

Rwanda is one of the countries in Sub-Saharan Africa that has made great strides in promoting gender equality and women's empowerment, The country has for example registered great success politically (having the highest number of women parliamentarians in the world, at 56%), and within the education sector, Rwanda has managed to close the gender gap in gross and net enrolments in primary education. Despite these great achievements, however, the challenge remains in applying appropriate strategies to replicate this success in achieving gender parity and equality at other levels of education and skills development and in particular the Technical and Vocational Education and Training (TVET) sub-sector. The TVET sub-sector is usually characterised by gender inequalities and stereotyping; girls and boys are channelled or channel themselves into different paths. The different paths usually result in different outcomes and in particular different earnings. This report provides a gender analysis of the 2008 TVET Policy in Rwanda and outlines gender and education related interventions for the policy with emphasis on girls and young women.

## 2. DEFINITION OF TERMS

### 2.1 Gender

'Gender' refers to the social (as opposed to the biological) characteristics of, and relations between the two sexes, female and male. 'Gender' is not a fixed and unalterable feature of humanity, but rather a series of socially ascribed and therefore contingent aspects of social life<sup>1</sup>. Since gender concerns the social development of both men and women, it should not be seen as the province of women as is often the case, where 'gender' is assumed to be interchangeable with 'women'. Men too are the recipients and shapers of gender relations, and therefore gender and gender equality policies are as of much relevance to men as they are to women. However, many times when doing gender analysis there is a tendency of focusing on addressing the needs of women and girls. This is mainly because this group (girls and women) usually tends to be more disadvantaged by the unequal gender relations that exist between the two sexes. In the case of this consultancy, it was also required in the Terms of Reference (TORs) that emphasis be put on girls and young women.

### 2.2 Technical and Vocational Education and Training (TVET)

Throughout the course of history various terms have been used to describe elements that are now conceived as comprising TVET, some of these include: Vocational Education, Technical Education, Technical-Vocational Education (TVE), Vocational Education and Training (VET), Career and Technical Education (CTE) Workforce Education (WE), Apprenticeship Training (AP) and several others. However, at the second international congress on Technical and Vocational Education held in Seoul in 1999, the term Technical

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<sup>1</sup> Webster, J (2003) Gender Policy Review

and Vocational Education and Training (TVET) was seen as the most comprehensive term to use and therefore adopted.

A number of definitions are also normally provided for TVET however, a UNESCO definition used here defines TVET as ‘all forms and levels of the educational process involving, in addition to general knowledge, the study of technologies and related science and the acquisition of practical skills, know-how, attitudes and understanding relating to occupations in the various sectors of economic and social life’<sup>2</sup>. In addition, it has been observed that this new UNESCO definition for TVET recognizes its enhanced capacity to emphasise the role of technology in society, including vocational aspects of it. This new understanding also stresses ‘the importance of non-formal or non-institution based TVET for young people in developing countries and particularly the need for TVET to seek actively the participation of those excluded- girls and women, ethnic and traditional groups, refugees, the disabled and former combatants in post-conflict situations’.<sup>3</sup>

According to the 2008 TVET Policy in Rwanda, TVET is seen as any education, training and learning activity leading to the acquisition of knowledge, understanding and skills which are relevant for employment or self-employment. TVET therefore serves as an overarching term to describe all kinds of formal, non-formal and informal training and learning provided by or in all different institutions, providers and learning locations<sup>4</sup>

### **3. BACKGROUND AND CONTEXT**

In most developing countries, TVET usually constitutes a marginal sub-sector in the education systems. This sub-sector also tends to generate little attention or budget provision, thus the result being poor infrastructure and facilities, and low status overall. In the recent past however, a number of African nations including Rwanda have adopted TVET reforms, leading to the formulation of TVET policies. These policies have sought to address the socio-economic challenges faced by various nations, bearing in mind the critical role that TVET can play in national development. A major concern of policy makers however, is to ensure a TVET system that is relevant and accessible to all, while addressing issues of quality and equality.

Gender stereotyping for example, is noted in most TVET programmes. This is where female and male students are channelled or channel themselves into different career learning paths. Girls and women usually dominate the ‘traditional female occupations’ training programmes like tailoring, hairdressing, secretarial studies, nursing, food and nutrition, while boys and men also dominate ‘traditional male occupation’ like carpentry, bricklaying, motor mechanics and engineering. These different paths usually result in different outcomes and in particular different earnings. It has been noted that in general, professions

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<sup>2</sup> UNESCO, 2001 Revised Recommendations Concerning Technical and Vocational Education, UNESCO, Paris

<sup>3</sup> UNESCO-TVET and Education for All (EFA)-[www.unevoc.unesco.org/wiki](http://www.unevoc.unesco.org/wiki)

<sup>4</sup> TVET Policy, MINEDUC, 2008, p.2

and occupations dealing with ‘things’ (such as engineering) are more highly regarded in society than professions and occupations dealing with ‘people’ (such as nursing), where girls and women tend to cluster<sup>5</sup>. This kind of arrangement therefore disadvantages girls and women when it comes to employment; it has been observed for instance that in Rwanda female employment rates are at 34.6 percent in the formal public sector<sup>6</sup>. Considering also that the nature of the labour market is changing and an increasing number of occupations today are technical and/or require the application of technology, unless women have the ability to access such jobs, they will continue to suffer from unemployment and low paying jobs.

Women are also seen to be overlooked in skills development and on- the-job training in general. According to the World Bank (2009), 42 percent of women in sub-Saharan Africa participate in the labour force, but few have equal access to skills development: young women make up only 15-35 percent of students in formal training programmes<sup>7</sup>. In view of the rapidly changing set of skills required to participate in Information Communication Technology (ICT) employment today, these lower levels of access to training among young women are a serious disadvantage to them.

In addition, the recent skills audit conducted in Rwanda revealed that the skills gap is severest at the technician cadre level, where the gap is reported at 60 percent of the requirement. It was stressed in this report that Rwanda faces shortages in such critical areas as nurses, engineering assistants, paralegals and supervisory staff in the service industry (all areas that TVET programmes should be targeting). The skills problem in Rwanda is therefore described as the ‘missing middle’<sup>8</sup>; that is, missing the middle level technicians. The skills audit report, however, falls short of providing gender disaggregated statistics that would have shown the status of men and women in this regard.

#### **4. METHODOLOGY**

As observed above, the main purpose of this consultancy was to review and analyse the TVET policy in Rwanda from a gender perspective and to provide gender and education related interventions for the policy with emphasis on girls or young women.

The analysis basically took on the social relations approach, which is intended as ‘a method of analysing the gender inequalities within institutionalised relations that affect the distribution of resources, responsibilities, and power’; the approach can also be used for the

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<sup>5</sup> Lifanda, et al, 2004

<sup>6</sup> African Development Bank Group (2008). It is observed in this report that there are no gender statistics to show women’s employment in the formal private sector.

<sup>7</sup> The World Bank Group, (2009) ICT Toolkit –Gender, ICT and Education

<sup>8</sup> National Skills Audit Report, 2009, p. 16

‘designing of policies and programmes that support women as agents of their own development’<sup>9</sup>.

The 2008 TVET policy was reviewed and analysed so as to determine what changes are required to address the gender related concerns and ultimately to promote a more equal society as envisaged in Rwanda. In addition, analysis of relevant secondary data sources such as government policy documents, reports, statistics and web based material were consulted especially to provide a contextual background<sup>10</sup>. This information was also supplemented by interviews with different stakeholders, such as staff from the Workforce Development Authority (WDA), National Curriculum Development Centre (NCDC), The General Inspectorate, Rwanda National Examinations Council (RNEC), Kicukiro College of Technology, Ministry of Education Girls Task Force, the Forum for African Women Educationalists (FAWE), the private sector and others. Furthermore, input was drawn from feedback provided by participants at a stake holders meeting organised by FAWE in May 2010, where the draft of this report was presented (see report in appendix 5).

## **5. A REVIEW OF KEY POLICY GUIDELINES: TVET, AND GENDER AS A CROSS CUTTING ISSUE**

The government of Rwanda has shown a strong commitment towards the promotion of gender equality in its constitution and other key guiding documents such as, Vision 2020, Economic Development and Poverty Reduction Strategy (EDPRS), and Education Sector Policy. These national plans and policies serve as guidelines by which government outlines its strategies and programmes for implementing sectoral and sub-sectoral programmes such as Technical and Vocational Education and Training (TVET) in Rwanda. Below is a summary review of key policies with regard to TVET and gender equality.

### **5.1 Vision 2020**

Vision 2020 states that Rwanda is committed to reaching ‘Universal Education for All’ which is an important Millennium Development Goal. Investing in the development of human resources in order to meet a major objective of Vision 2020, which is to create a ‘knowledge-based economy’, is therefore a government priority. Vision 2020 also stipulates that major emphasis will be placed on vocational and technical training fields of technology, engineering and management. It is also observed that vocational and technical education will be targeted at secondary school leavers as well as various sections of society (with particular emphasis on youth and women)<sup>11</sup>.

Vision 2020 therefore sees gender as one of the cross cutting areas that will not only be affected by the economic transformation envisaged but will also play an important role in achieving The Vision’s development goals. In order to achieve gender equality and equity, it is stipulated that Rwanda will continuously update and adapt its laws on gender, support

<sup>9</sup>Kabeer, N. (1994, 1996) cited in Leach, 2003, p. 87 Practicing Gender Analysis in Education, Oxfam, GB

<sup>10</sup> See references at the end of the document

<sup>11</sup> Vision 2020, p. 13

education for all, eradicate all forms of discrimination, fight against poverty, and practice a positive discrimination policy in favour of women. Gender will also be integrated as a cross cutting issue in all development policies and strategies<sup>12</sup>.

### **5.2 Economic Development and Poverty Reduction Strategy (EDPRS), 2008-2012**

The EDPRS as a key guiding strategy underscores the need for developing skills for a knowledge-based society if Rwanda is to achieve the structural economic change implied in the targets of Vision 2020. As far as education and skills development are concerned, emphasis has been put on increasing the coverage and quality of nine year basic education, strengthening TVET (for example, increasing the current graduate output of 8,250 to 135,000 by 2012 within TVET is proposed, however, no targets have been set to measure progress in gender parity and equality).

It is observed in this document that gender is one of the cross-cutting issues that should be integrated across the programmes because men and women experience the process of development and the impact of policy in different ways<sup>13</sup>. It is imperative therefore that gender equality and equity should be integrated in sub-sector policies like the TVET policy as well.

### **5.3 Education Sector Policy (ESP), 2003 and Education Sector Strategic Plan (ESSP) 2010-2015**

These documents reflect the government commitment to international development targets in education, notably Education for All (EFA) by 2015, and Universal Primary Education (UPE) by 2010. It is also directed in particular by the guidelines defined in Vision 2020 and the Poverty Reduction Strategy Paper (PRSP, 2000) that is, to transform the Rwandan population into human capital for national development through acquisition of development skills.

With regard to TVET, it is observed that historically Rwanda has had a shortage of technicians, and where technical education has existed, it has often been of poor quality. The participation of girls has also been very limited and neglected due to the legacy of colonial education policies and gender stereotypes. In the same vein, it is noted that girls have been well represented in professional/vocational education that focuses mainly on traditional skills such as secretarial skills, agro-veterinary, nursing and teaching, reinforcing further gender stereotypes in careers and professional opportunities.

Girls' and women's education is noted as a key area that needs attention in order to do away with gender based inequalities in education that are particularly obvious at higher education in terms of enrolment and subjects, which is the level where key TVET

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<sup>12</sup> Vision 2020 p.19

<sup>13</sup> EDPRS, p. 47

programmes can be located. Furthermore TVET is seen as a major area that needs expansion and attention in order to meet the labour market needs in the country.

#### **5.4 Girl's Education Policy (GEP) - 2008**

The GEP document highlights the under-representation of girls at different levels of the education sector. The TVET sub-sector in particular is seen as a sub-sector where girls and women are under-represented and predominantly enrolled in streams that are traditionally 'female' and likely to lead to poor employment prospects<sup>14</sup>.

This policy has an overall objective of guiding and promoting sustainable action aimed at the progressive elimination of gender disparities in education and training as well as in management structures. Affirmative action strategies such as offering incentives to girls to enrol in traditionally male fields are proposed. It is emphasised that institutions should be encouraged to be proactive in increasing female enrolment into institutions and courses where they are under-represented by setting annual targets that should be adhered to.

#### **5.5 National Gender Policy, 2004**

The National Gender Policy defines the institutional framework and mechanisms within which gender equality and equity policies and programmes will be designed, implemented, monitored and evaluated. It thus guides the integration of a gender perspective into all sectors and institutions.

With regard to employment, it is observed in this document that the majority of women are employed as unskilled labourers, traders or crafts people. Women compose the majority of the labour force in agriculture and animal husbandry (85.5 percent against 61.5 percent of men). Whereas in terms of income, only 14 percent of women earn cash incomes, 15.7 percent are either paid in cash or in kind, 12.4 percent are paid in kind only and 57 percent earn no income at all<sup>15</sup>. It is also highlighted that within the private sector, there is no woman exercising an industrial type activity<sup>16</sup>. Education, training and skills development, underlined with affirmative action strategies where possible, are proposed in order to correct this imbalance.

In view of the above, it is imperative that gender equality is reflected in all aspects of TVET starting with the policy.

### **6. AN OVERVIEW OF GENDER AND THE TVET SUB-SECTOR IN RWANDA**

In general, TVET has in the past been under-developed and allocated a lower status as a sub-sector of education in Rwanda. Many times this sub-sector has been seen as a preserve for out-of-school young people, school dropouts and poor academic performers. TVET in

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<sup>14</sup> Girl's education Policy, 2008, p. 12

<sup>15</sup> Citing EDSR, 2005

<sup>16</sup> Citing Association of Women Entrepreneurs in Rwanda (AFER) 2003, p.4

Rwanda has been delivered by different providers at various qualification levels, both by public schools under the charge of the ministry of education and by private schools and those belonging to faith-based organisations. This has been done especially to enable trainees from various backgrounds to access training suitable to their needs. The new TVET structure as envisaged by WDA, (the body overseeing TVET programmes in Rwanda), will be open-ended, with multiple entry and exit points and integrated with the rest of the education system.

According to the TVET Policy document, It is observed that in 2007 all the 55 public and private schools offering Industrial and Technical courses had an enrolment of 11,815 students of which girls accounted for 22.5% in 16 disciplines<sup>17</sup>. Professional and technical education was offered in 146 schools, 100 schools providing accountancy and /or office management were teaching 13,424 students, while 25 agriculture and/or veterinary schools were teaching 2,835 students (no gender disaggregated statistics provided here). It is also observed that the total TVET enrolment is skewed by large numbers in the fields of accountancy and secretarial/administration, (which represents 54 percent of the whole TVET enrolment), and as many as 68 percent of all female students are enrolled in these two business options. With regard to Initial Vocational Training (VTS), offered to primary school leavers, there were 54 schools, 32 of these being private. Enrolment in all the 20 optional/trades in VTS was around 7,366, of which females accounted for 45 percent<sup>18</sup>. It does not reveal however the options offered within the VTS and under which options men and women were enrolled.

More recent statistics obtained from one of the newly created TVET-IPRC colleges, also show that there are great gender disparities; female students as well as female teaching staff are significantly under represented in this college as the tables below illustrate.

**Table 1: Number of students by year of study and department at Kicukiro College of Technology, 2009**

Department/option	Year of study					
	1 <sup>st</sup> year			2 <sup>nd</sup> year		
	Male	Female	% Female	Male	Female	% Female
Civil Engineering	108	6	5.2	57	9	13.6
Mechanical Engineering	63	1	1.5	45	2	4.2
Electronic & Electrical Eng.	95	35	26.9	39	6	13.3
<b>Total</b>	<b>266</b>	<b>42</b>	<b>13.6</b>	<b>141</b>	<b>17</b>	<b>10.7</b>

Source: Kicukiro College of Technology

<sup>17</sup> TVET Policy, 2008, p.3

<sup>18</sup> Ibid p. 3

**Table 2: Teaching personnel by gender, department and nationality at Kicukiro College of Technology**

Department/option	Category and Nationality					
	Rwandan			Foreigner		
	Male	Female	% Female	Male	Female	% Female
Communication Skills	4	0	0	0	1	100
Electrical & ICT	7	0	0	1	0	0
Civil Technology	7	0	0	6	1	14.2
Mechanical Technology	4	1	20	2	0	0
Workshops	3	0	0	4	0	0
<b>Total</b>	<b>25</b>	<b>1</b>	<b>3.8</b>	<b>13</b>	<b>2</b>	<b>13.3</b>

Source: Kicukiro College of Technology

**Table 3: Number of students by option in Vocational Training at Kicukiro College of Technology, 2009**

Department/Option	Male	Female	% Female
Automobile Mechanics	41	3	6.8
Plumbing	13	24	64.8
Construction	20	6	23
Electrical	11	14	56
<b>Total</b>	<b>85</b>	<b>47</b>	<b>35.6</b>

Source: Kicukiro College of Technology

Also see more detailed statistics by gender on TVET-IPRCs in appendix 2 and 3.

In the same vein, statistics from RNEC showing the number of candidates who sat for the 2008 examinations in the professional and technical options confirm the earlier observed gender stereotypes. More female students were represented in the accounts, hotels, secretarial, teaching and nursing options, whereas male students were dominant in the agriculture, veterinary, construction, electricity, auto-mechanics and others. Male students also out-perform female students according to average weight aggregates obtained by gender even in options dominated by female students (see appendix 4 for details).

Through individual interviews and during discussion at the stakeholders meeting, most of the participants attribute the above differences and stereotypes to the following:

- attitudes held in society about the lack of ability of girls and women when it comes to scientific and technical courses, and also the stereotyped images of scientific and technical careers being incompatible with a woman's/mother's role. Indeed as it was pointed out by the Director of Academic Affairs in one of the TVET/IPRC colleges, some of the female students admitted to courses such as engineering leave the college to join private universities such as ULK to do more 'appropriate' courses such as management & administration. It was also observed that through the African Development Bank (ADB) funded project in MINEDUC that seeks to offer

scholarships to promote girls to study science and technology, it was increasingly difficult to find female students with a background in technical subjects to fund

- Some employers are reluctant to employ girls/women as mechanics or technicians perhaps because these fields are considered to be 'manly'. In the same vein, it was noted that boys are reluctant to enrol in occupations such as hair dressing, tailoring and catering because these occupations are considered to be for women. This despite the fact that some of the men employed in such occupations generate high incomes; this also relates to the societal attitudes discussed above.
- The lack of female teachers/instructors, who should also act as role models to female students, was also highlighted as well as the need to make TVET attractive for all teachers, women and men.
- the absence of counselling and career guidance services in schools was also seen to further obstruct the informed choices that girls and boys would make about career choice
- the limited number of TVET institutions and programmes country wide makes their accessibility difficult particularly for those in the rural areas and especially rural girls and young women

However, there were also views that expressed caution on 'pushing' girls or even boys in the so called non traditional areas offering scholarships where later the recipients may not join those professions, either because there are no jobs readily available or because the stereotypes continue to exist. It was noted, for example, that even in the so called developed countries, where they have tried to promote women in the technical fields for longer, they (women) are still under-represented in these area. As a result, a number of people expressed the need for studies/research to be conducted around the area of TVET and gender in order to understand further why girls and women, boys and men make the choices they do here in Rwanda. This would help to put in place strategies that better address the issue.

## **7. A GENDER REVIEW OF THE 2008 TVET POLICY**

The 2008 TVET policy highlights the importance and attention given to TVET programmes in social and economic development in many countries in the world today. It is observed that debates on reintegration of education, skills and work in Africa have been conducted to prioritize human resource development along TVET<sup>19</sup>. As a result many countries in Africa have developed TVET policies and strategies to improve the quality and relevancy of TVET. In the case of Rwanda, key guiding policies like Vision 2020, the EDPRS and others are reviewed to highlight the importance and anticipated role of TVET in accelerating skills development that is greatly needed in the country.

It is observed that Rwanda suffers from serious deficiencies of trained human capital especially in the technical professions. Other problems said to be facing the sub-sector are

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<sup>19</sup> TVET Policy, p. 4

the mismatch between the kind of training provided and the labour market requirements, especially the lack of graduates with practical hands-on competencies, lack of enough funding for the sub-sector, shortage of qualified teachers and the stigmatisation of TVET programmes among others<sup>20</sup>.

The overall objective of the TVET policy therefore is to provide the economy with qualified and competitive workers and to train citizens able to participate in sustainable growth and poverty reduction by ensuring training opportunities to all social groups without discrimination. With this, it is clear that effort will be made to ensure equitable access between men and women among other social groups. It is also observed within the TVET mission; that there will be 'strategies put in place to enable youth, especially women and the vulnerable, to face the future with hope and confidence to possess the capacity for survival'<sup>21</sup>. In addition, '*equality and equity*' are among the sector policy principles, stating that 'promoting equality and equity implies prevention against all forms of discrimination and adoption of affirmative actions to eliminate all kinds of disparity'. It is also observed that 'gender equality is central to these efforts'.<sup>22</sup>

In the same vein, sensitizing and encouraging girls to join TVET, especially to enrol in 'modern' fields such as ICT, is highlighted under the cross-cutting issues.

### **7.1 Gender related concerns in the Policy**

Having stated the above, it must be noted however that there are still concerns about the limited attention paid to gender issues and in particular to girls and women within this policy document.

Below are some examples to illustrate this:

- Lack of gender disaggregated data: Although some of the statistics provided show the representation of female and male students in TVET programmes, there is largely a lack of gender disaggregated statistics in this document. This is particularly problematic since in not providing gender disaggregated data to highlight the gender disparities that exist within this sub-sector, the importance that should be given in correcting the gender imbalance is undermined.
- Gender inequalities and stereotypes are not problematised: It is obvious that gender, disparities, inequalities and stereotyping characterise the TVET sub-sector as elaborated in this report. This nevertheless, does not feature in the statement of the problem facing the sub-sector in the TVET policy document. Similarly in doing a Strength Weaknesses Opportunities and Threat (SWOT) analysis of the sub-sector, the gender differences and stereotypes are not even considered as a weakness or

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<sup>20</sup> TVET Policy, p. 7

<sup>21</sup> *ibid*, p.12

<sup>22</sup> *ibid*, p.10

challenge to the TVET sector. This may be the reason for the absence of specific strategies to address the gender issues in this policy document.

- Ensuring gender equality is not considered as a priority area that needs intervention in the TVET policy: as a result there are no specific strategies stated to address the gender issues in this document. Even within the priority areas identified such as access, quality, teacher management and financing, strategies to ensure gender equality and to promote girls and women are not explicitly stated under these areas.
- Promoting gender equality is not among the cross-cutting issues of the TVET policy

## **8. GENDER RELATED INTERVENTIONS RECOMMENDED FOR THE TVET POLICY**

In view of the above gender related concerns within the TVET policy and what has been highlighted in this report about the gender imbalances within the TVET sub-sector, it is important that correcting such imbalances should be made a priority, starting with the sub-sector policy document.

Below are proposed recommendations for the policy:

- The issues of gender disparity, inequality and stereotypes that characterise the TVET sector should be problematised and also listed among the weaknesses in the SWOT analysis done within the TVET policy document in order to be given due attention.
- *Ensuring equality and equity* should be added as a priority area of intervention and specific strategies to address gender inequalities should be explicitly outlined under this area of intervention, as should be the case within the other priority areas.
- Gender disaggregated statistics should be provided in order to highlight the gender disparities that exist, and in future action/strategic plans for this sub-sector, it is essential to measure all indicators with gender disaggregated data.
- Mainstreaming and integrating gender equality should be one of the cross-cutting areas in all TVET programmes and activities

Strategies and interventions focusing on girls and young women would include:

- Conduct quantitative and qualitative assessments on the status of girls and women in TVET programmes
- Develop an action plan to promote girls and young women's equitable representation in TVET programmes, stating clear measurable quantitative and qualitative targets
- Attract and increase the number of trained female teachers in TVET programmes to act both as teachers and as role models
- Organize and carry out TVET oriented campaigns to motivate girls and help them in building confidence in their ability and attitude towards scientific and technical education related careers

- Provide guidance and counselling starting at primary and secondary school level to encourage girls' participation in TVET; it is imperative that career awareness and opportunities for women and girls at all levels of TVET based occupations (including traditional male occupations) are promoted
- Affirmative action in the form of scholarships, remedial classes and job placements should be offered to encourage interested female students to enrol and perform well in technical subjects.
- Mainstream gender in TVET programmes and activities, including budgeting, curricular; and provide gender-sensitive training to all staff and students
- Gender sensitise and encourage prospective employers to offer technical occupations to qualified female workers; awareness raising is also needed among employers and employees on the importance of increasing the participation of women in scientific and technical careers
- Carry out nation-wide systematic gender sensitization campaigns for parents and teachers, notably on the importance of girls' education with specific reference to TVET
- Review TVET curricular to make this more relevant to all learners, including girls as well as improve methods of teaching employed to make them gender-inclusive
- Identify and put in place institutional factors that encourage girls' increased participation and performance in education in general and TVET in particular, these would include: single sex schools, girls boarding/hostel facilities, part time courses.
- Diversify vocational training to better match the needs of society and to attract and reach students especially out of school girls and young women in rural areas

## **9. RECOMENDATIONS**

- WDA should ensure that gender equality is mainstreamed in TVET management, delivery and access to the labour market
- WDA should conduct a gender audit and other gender related studies in the TVET sub-sector and develop an action plan/strategy to address the gender issues
- WDA should develop a more solid relationship with the private sector
- FAWE Rwanda should disseminate the findings of the report to all stakeholders concerned and consequently discuss the measures that need to be taken and the way forward
- MINEDUC should reinforce efforts to address all gender issues in the education sector and especially those raised in the report on the TVET policy

## **10. CONCLUSION**

A well developed TVET system should be an answer to some of the challenges facing human resource skills development for sustainable development in Rwanda. In order to achieve this, it is imperative that the TVET policy as a key guiding document for this sub-sector addresses some of the issues that pose challenges to the sub-sector; among these are the gender disparities, inequalities and stereotypes that characterise the TVET programmes. This is particularly important considering that gender equality is emphasised in all key guiding policies of this country, and acknowledged as a cross-cutting issue in all sectors and sub-sectors if sustainable development is to be attained. Girls and women should on the other hand be given special attention in TVET programmes considering that they are at the lower ranks of skills development, employment and income generation.

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## APPENDICES

### **Appendix: 1 Terms and References (ToRs) of the Consultancy**

#### **Context**

Forum for African Women Educationalists (FAWE), Rwanda Chapter, is a non-profit membership organisation that brings together people interested in promoting female education in Rwanda. Since its inception in November 1997, FAWE Rwanda has broadened its scope of assistance in Education throughout the country. FAWE Rwanda seeks to hire a knowledgeable and experienced consultant firms to carry out the assignment below.

#### **Assignment: Gender analysis of Technical and Vocational Education and Training policy in Rwanda**

Technical and vocational education and training policy in Rwanda has been put in place to address serious deficiencies in terms of trained human capital and this is more so for the technical professions. FAWE Rwanda chapter's main concern is that this policy might have not fully looked at gender disparity in the availability of trained human capital in Rwanda. This study intends to hire the external consultant to analyze the whole policy document to come up with the gender elements that might have been neglected in the policy.

#### **Duties and Responsibilities:**

1. Review, analyze the policy document from a gender related perspective;
2. Meet different stakeholders especially Work Force Development Authority where necessary;
3. Provide gender and education related interventions for the policy with emphasis to girls or young women;
4. Presentation of findings to different stakeholders;
5. Produce and submit a final report to FAWE in English.

**Appendix 2: Table 1 : Students by Course and Gender in TVET-IPRC's, Jan–June 2009**

Courses	End of June 2009			
	Male	Female	Total	% Female
<b>TECHNICAL TRAINING (A1)</b>				
Alternative Energy	89	9	98	9.18
Electronics and Telecommunication	100	19	119	15.9
Information Technology	85	25	217	11.5
Civil Engineering	104	13	117	11.1
Mechanical Engineering	45	2	47	4.2
Electrical Technology	16	1	164	0.6
<b>S/TOTAL</b>	<b>439</b>	<b>69</b>	<b>508</b>	<b>13.5</b>
<b>VOCATIONAL TRAININGS</b>				
Automotive Mechanics	52	2	54	3.7
Automotive Electricity	18	2	20	10
Welding	21	0	21	0
Tools Machines	20	2	22	9.1
Panel Beating and Painting	25	0	25	0
Electrical	-	-	-	-
ICT	7	0	7	0
Plumbing	15	5	20	25
Driving	193	2	195	1.02
<b>S/TOTAL</b>	<b>351</b>	<b>13</b>	<b>364</b>	<b>3.5</b>
<b>G/TOTAL</b>	<b>790</b>	<b>82</b>	<b>872</b>	<b>9.4</b>
<b>% on gender</b>	<b>90.6</b>	<b>9.4</b>	<b>100</b>	<b>9.4</b>

Source: WDA

**Appendix 3: Table 2: Staff by gender and qualification in TVET-IPRC'S, 2009**

<b>TECHNICAL</b>		<b>Men</b>	<b>Women</b>	<b>Total</b>	<b>% Female</b>
PHD		0	0	0	-
Masters Degree		3	0	3	0
Bachelor Degree		71	5	76	6.5
<b>S/TOTAL</b>		<b>74</b>	<b>5</b>	<b>79</b>	<b>6.3</b>
<b>VOCATIONAL</b>					
Advanced Diploma(A1)		1	0	1	0
Advanced Secondary School Certificate(A2)		4	0	4	0
Ordinary Level		2	2	4	50
Primary		8	0	8	0
<b>S/TOTAL</b>		<b>15</b>	<b>2</b>	<b>17</b>	<b>11.7</b>
<b>G/TOTAL</b>		<b>89</b>	<b>7</b>	<b>95</b>	<b>7.36</b>

Source: WDA

**Appendix: 4 Table 3: PERFORMANCE IN PROFESSIONAL / TECHNICAL BY GENDER IN 2008**

	options	SEX	Average wght aggr	Candidates who passed	Number of candidates	Total of candidates	%
<b>PROFESSIONAL OPTIONS</b>							
1	Agricole	F	14	103	175	520	19.8
		M	21	300	345		57.7
2	Comptabilité	F	25	4405	5168	7517	58.6
		M	32	2221	2349		29.5
3	Forestière	F	25	6	8	65	9.2
		M	30	57	57		87.7
4	Hôtellerie	F	28	184	230	287	64.1
		M	32	51	57		17.8
5	Laborantins	F	27	33	41	69	47.8
		M	37	24	28		34.8
6	Normale Primaire	F	20	1305	1434	2717	48.0
		M	26	1217	1283		44.8
7	Sciences Infirmières	F	28	167	233	294	56.8
		M	35	51	61		17.3
8	Secrétariat	F	27	1180	1377	1447	81.5
		M	32	64	70		4.4
9	Tourisme	F	25	47	72	134	35.1
		M	29	48	62		35.8
10	Vétérinaire	F	20	100	134	367	27.2
		M	27	214	233		58.3
<b>TECHNICAL OPTIONS</b>							
1	Arts Graphiques	F	23	1	1	14	7.1
		M	27	12	13		85.7
2	Construction	F	22	45	68	943	4.8
		M	27	790	875		83.8
3	Coupe-Couture	F	28	7	7	16	43.8
		M	31	9	9		56.3
4	Electricité	F	17	104	152	1087	9.6
		M	20	699	935		64.3

5	Electronique - Télécommunication	F	21	48	64		10.6
		M	20	314	390	454	69.2
6	Electronique-Informatique	F	24	38	47		29.0
		M	24	77	84	131	58.8
7	Informatique	F	31	212	214		56.7
		M	31	157	160	374	42.0
8	Informatique et Gestion	F	26	290	347		45.6
		M	30	254	289	636	39.9
9	Mécanique Automobile	F	22	14	22		2.2
		M	25	518	620	642	80.7
10	Mécanique Générale Entretien	F	22	5	5		2.8
		M	26	140	175	180	77.8
11	Menuiserie	M	30	38	40	40	95
12	Sculpture-Ceramique	M	26	9	9	9	100
13	Travaux Publics	F	26	16	16		14.2
		M	30	95	97	113	84.1

Source: RNEC

**Appendix 5: Report on the stakeholders meeting-the presentation of the Gender Analysis of the TVET Policy draft report**

**Brief report on gender analysis of the TVET Policy**

**Venue:** Conference room-MINEDUC

**Date:** 26<sup>th</sup> May, 2010

**Time:** 2.30-5.00pm

**Reported by:** Mary Kembaga

**Background**

FAWE Rwanda hired a consultant at the end of last year to review and analyze the TVET Policy in Rwanda from a gender perspective and concurrently provide gender and education related interventions for the policy with emphasis on girls and young women.

Following the above assignment, FAWE Rwanda went ahead and organized a half-day meeting to share the findings in the gender analysis report on the TVET Policy with all stakeholders in the education sector.

The meeting which was among others, attended by the Minister of Education, Dr. Charles Murigande was very successful and key strategies were identified to promote girls and young women in TVET.

**Opening session**

In her Opening remarks, FAWE Rwanda's Acting National Coordinator Ms. Donatha GIHANA, welcomed all those present and thanked them for honoring their invitation and coming to support girls' education.

She further requested the Acting Deputy Director General of Workforce Development Authority (WDA) Fatina Mukarubibi to give an over view of the TVET Policy before the Consultant Jolly Rubagiza could present her report.

**Presentation of the TVET Policy**

The TVET Policy was presented by the Acting Deputy Director General of Workforce Development Authority (WDA), Ms. Fatina Mukarubibi who explained that TVET is an open-ended education system i.e. it has multiple entry and exit points.

She also noted that TVET Policy integrates technical, vocational and Post-technical education and using a chart for explanation, she explained that the TVET route further integrates with the rest of the education system.

### **Strength of the TVET Policy**

Ms. Fatina Mukarubibi noted that the TVET Policy was approved by cabinet in 2008 and some of its strength were as follows;

- High political will to strengthen the TVET Policy
- TVET Policy is recognized as a national priority
- Existing related policies/strategies like the 9 Year Basic Education which helps the policy to enroll students with better skills
- Existing institutions like RNEC, Curriculum Development Centre which offer technical skills in other education agencies thus allowing a pool of experts to come together and improve the policy

### **Weaknesses of the TVET Policy**

A number of weaknesses were outlined about the TVET Policy as follows;

- Curriculum and teaching methods are not responding to labour market demands
- Poor and inadequate instructional materials and equipment
- Lack of qualified, competent and motivated teachers in ETOs
- Absence of institution linking TVET and labor market
- Absence of key instruments for TVET development
- Low level of public/Private sector partnership
- Under staff and low capacity of the instructors/teachers

### **Opportunities**

The Acting Deputy Director General of WDA sited Rwanda's integration into the economic blocks as a big opportunity for TVET Policy. This is because there will be free movement among country members which will enable the country to borrow ideas from other countries that are already a step ahead in the TVET Policy.

### **Threats**

The main threat that was sited was the competing demands on the education budget

After the presentation of the TVET policy by Ms. Fatina Mukarubibi there were interventions from the audience, after which the Acting FAWE Coordinator Ms. Donatha Gihana invited the consultant to present the findings of the report.

### **Presentation of Gender analysis of the TVET Policy**

The Consultant-Ms. Jolly Rubagiza explained that the role assigned to her was to review and analyze the TVET Policy in Rwanda from a gender perspective and to provide gender and education related interventions for the policy with emphasis on girls' education.

In an overview, Ms. Rubagiza mainly looked at the following items to analyze the TVET Policy from a gender perspective;

- Methodology
- Definition of key terms
- Background and context
- Key guiding policies in Rwanda (TVET and Gender)
- An overview of gender and the TVET Sector in Rwanda
- The 2008 TVET Policy and gender
- Gender Related concerns
- Gender related interventions
- Strategies to promote girls and young women in TVET

### **Word from the Minister of Education:**

After the consultant's presentation, the Acting National Coordinator Ms. Donatha GIHANA welcomed the Minister of Education for finding time out of his busy schedule and come to also share his views on the report findings.

In his speech, The Minister of Education Dr. Charles Murigande thanked FAWE Rwanda for the noble work done and helping MINEDUC to analyze the situation of gender in one of the sectors of education.

The Minister stressed that the government is determined to fight gender disparity in all sectors of education and is committed to addressing education issues affecting both girls and boys equally.

He also noted that the major challenges that have continued to affect the TVET Policy is the image that it has in LDCs; he went ahead to explain that it is perceived publically as a system for those who have not performed well and have no alternative choice.

Dr. Charles Murigande also cited the traditional roles attributed to men and women as another challenge for the TVET Policy as girls still prefer to take up subjects like hospitality, hair dressing and many others, leaving courses like electronic engineering, plumbing/welding, automobile mechanics and driving to their male counterparts.

In his conclusion, the Minister re-emphasized that MINEDUC is committed to deal with any gender issue in the education sector.

After a word from the Minister of Education, there were more interventions, contributions and discussion from the participants. Below are the interventions, strategies and recommendations that were raised by the consultant and the participants at the meeting.

### **Gender related concerns in the TVET Policy**

- There is generally lack of gender disaggregated statistics
- Gender disparities and stereotypes within the sector are not problematized
- Gender disparities and stereotypes are not seen as a challenge or weakness to the sector in the SWOT analysis done

- Ensuring gender equality and equity is not among the priority areas of intervention, and for those areas defined, there are no specific strategies to address the gender differences

### **Gender related interventions for the TVET Policy**

The Consultant highlighted the following as interventions related to Gender in the TVET Policy;

- The issue of gender disparity, inequality and stereotyping should be problematized and acknowledged as a weakness to the sector
- Ensuring equality and equity should be added as a priority area for intervention with specific strategies to address gender inequality
- Provide gender disaggregated statistics where possible
- Mainstreaming and integrating gender equality should be a cross cutting issue in all TVET programmes (Curricular, budgeting teachers etc)

### **Strategies to promote girls and Young women in TVET**

These were raised by both the Consultant and the Participants and they are as follows;

- Conduct qualitative and quantitative assessments on the status of girls and women in TVET Programmes
- Develop an action plan to promote girls and young women's equitable representation in TVET Programmes, stating clear measurable quantitative and qualitative targets
- Attract and increase the number of trained female teachers in TVET Programmes to act both as teachers and as role models
- Organise and carry out specific campaigns to motivate girls and build confidence in their ability education related careers
- Provide guidance and counselling and career awareness starting at primary and Secondary School level to encourage girls participation in TVET including traditional male occupations
- Affirmative action in the form of scholarships and remedial classes should be offered to encourage female students to enrol and perform well in technical subjects
- Talk to the female employers to act as role models to the girls and to also offer employment to the young women in TVET

- Borrow the good practices from other countries and use them to cover the gender gap that exists in TVET Policy
- Mainstream gender in TVET programmes, including gender budgeting and provide gender sensitive training to all staff and students
- Gender sensitize and encourage prospective employers to offer technical occupations to qualified female workers
- Carry out nation-wide systematic gender sensitization campaigns for parents and teachers, notably on the importance of girls' education with specific reference to TVET
- Review TVET curricular to make it more relevant to all learners, including girls as well as improve methods of teaching employed to make it gender-inclusive
- Identify and put in place institutional factors that encourage girls' increased participation and performance in education and particularly TVET, examples; single sex schools. Girls boarding/hostel facilities, part time courses
- Diversify vocational training to better match the needs of society and to attract students especially out of school girls and young women

### **Recommendations**

- Workforce Development Authority to ensure that Gender equality is mainstreamed in TVET management, delivery and access to the labor market
- WDA to conduct a gender audit in TVET sector and develop an action plan/strategy
- WDA to establish a solid relationship with the private sector
- FAWE Rwanda to disseminate the findings of the report to all stakeholders concerned and consequently discuss on the way forward and measures that need to be taken
- MINEDUC to address all gender issues in the education sector especially those raised in the report on the TVET policy

### **Concluding remarks**

The Acting National Coordinator Donatha GIHANA closed the meeting with a special vote of thanks to Ms. Jolly Rubagiza for the good work done. She further thanked all those present for their contributions and meaningful discussion.

Ms. Donatha GIHANA noted that FAWE Rwanda will go a long way in disseminating the findings of the reports and working closely with different stakeholders especially MINEDUC to address all gender issues in the TVET Policy.

## ATTENDANCE LIST OF THE PARTICIPANTS AT THE STAKEHOLDERS MEETING – MINEDUC

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