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STRENGTHENING CONTINUOUS PROFESSIONAL DEVELOPMENT FOR SUSTAINABLE CAPACITY DEVELOPMENT OF SCHOOL LEADERS IN RWANDA

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ABSTRACT

Globally, the education sector is faced with a number of adversities including recruitment and retention of qualified school leaders, enhancement of the capacity of school leaders to deliver quality education vis a vis the aspirations for sustainable development by different countries. The National long term and short-term development trajectories for Rwanda aspire for a fast economic transformation enabled by a knowledge based society. Despite major gains by the Ministry of education in Rwanda, particularly training and recruitment of teachers and introduction of a coordination system to ensure professional development and management of teachers, the education sector is still struggling to ensure that school leaders have the capacity to lead and deliver the new competence-based curriculum in schools. Our understanding of Continuous Professional Development, building on the definition by the Rwanda Education Board is "learning continuously throughout one's career to improve performance. CPD is an umbrella term that

covers all formal, non-formal and informal professional learning experiences over the duration of a teacher's career" (REB, 2015). We therefore define CPD programmes as certified, formal professional development programmes provided by an accredited learning institution building on existing practices and interventions in Rwanda, with formal learning and practicing activities and excluding one-off, one day or short residential trainings. In this paper, we explore how the partnership established in 2014 between URCE, REB and VVOB Rwanda developed and implemented the certified CPD programmes for primary schools. This partnership has enabled the REB Department for Teacher Professional Development and Management, to streamline the required professional development of school leaders as well as increasing the capacity of the URCE to deliver CPD certification at higher learning level, based on the academic requirements by the University of Rwanda. The partnership has enabled Leaders in Education, including sector education officers, (deputy) head teachers and teachers to acquire new competences for leading a school as well as the management and implementation of CPD activities at sector and school level. While it has been observed that best practices in the pilot initiatives in primary schools could be scaled up at secondary level, the same initiatives could be replicated by other partners in Rwanda to enhance professional development of leaders in education in Rwanda and in other countries.

KEYWORDS

Continuous Professional Development, Rwanda, School Leaders

1. Introduction

According to UNESCO, the equity gap in education is exacerbated by the shortage and uneven distribution of professionally trained teachers, especially in disadvantaged areas. Target 4.c (Means of Implementation) of the SDG 4 is therefore aimed at substantially increasing the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and Small Island developing States by 2030. It further states that teachers are one of the fundamental factors for guaranteeing quality education and therefore the need to empower and adequately recruit, remunerate and motivate professionally qualified teachers, and support them within a well-resourced, efficient and effectively governed systems (UNESCO, 2015).

Equally, the Agenda 2063 has set Education and skills revolution as a key catalyst for the Africa we want, with emphasis on building knowledge, human capital, capabilities and skills to drive innovations and for the African century, among others (AU, 2015).

In Rwanda, both the long term and short-term development strategies including the recent National Strategy for Transformation (NST1) whose key objectives are to be reached between 2017 and 2024 have put Education at the center of Rwanda's long-term development aspirations. Priority area 4 of the strategy covers the strengthening of access to quality education including increasing and improving access to quality and inclusive education for all and increasing completion rates especially in primary and secondary education.

Policy reforms by the Government of Rwanda particularly those related to increasing access to education through the 9 years and 12 years basic education have contributed to a remarkable increase in the enrolment rate of close to 100% at primary level but consequently increasing the

pupil-teacher ratio (50:1), which directly cannot be disconnected to the quality of education. The most recent Rwanda Education Sector Strategic Plan (ESSP), to be implemented between 2018/19 and 2023/24, is premised on nine key priority areas aimed at contributing to the socioeconomic transformation of the country. Success for this strategic plan is dependent on the skills and competences of school leaders for the effective delivery of the desired outcomes. This calls for strengthening continuous professional development and management of school leaders and the enhancement of quality learning outcomes relevant to the aspirations of the Government of Rwanda to transform to a knowledge-based economy.

This is directly in line with what the (draft) Teacher Development and Management (TDM) Policy describes in its target 5 as "Enhance school leadership quality and training", particularly under target 5.1 "Provide a major programme of CPD activities for head teachers" where it is emphasised that "It is essential that head teacher training focuses on 'leadership' (rather than only 'administration'). School leader training must also include leadership in pedagogical best practices and the use of assessment data to improve teaching and learning. Another specification is given as target 5.2 "Require all newly appointed head teachers to obtain a School Leadership Certificate by the end of their first year" (MINEDUC, 2015).

For the professional development of teachers target 4 of the TDM Policy requires all teachers to undertake and record CPD, and ensure that an effective system for appraisal, mentoring, support, assessment, and re-licensing for all teachers is put in place to support it. Therefore, professional development activities must be need-based and different for new teachers (NTs) junior, master or senior teachers: "the key to retaining teachers, especially teachers in the early years of their career, is to provide a robust system of professional support that can quickly address job-related challenges and enhance commitment to teaching (MINEDUC, 2015). Furthermore, NT mentors must be designated in all schools and initial teacher training institutions to support NTs in their first years of teaching.

The new Competence-Based Curriculum (CBC) for pre-primary to upper secondary education seeks to contribute to major reforms in teaching and learning. It promotes learner centred education but this can only be achieved if teachers have the required competences to improve the quality of their teaching. Improving the quality of teaching is a career long process. To institutionalise this ongoing process of improving teachers' knowledge, skills and attitudes after initial training, the Ministry of Education (MINEDUC) has designed a School-Based Mentorship Programme Framework (SBMPF). With this framework, MINEDUC aims at strengthening the roll out of the CBC and the use of English as medium of instruction. However, this has not been effective due to lack of resources by the head teachers and teachers. Investing in CPD of teachers and school leaders which includes school leadership, school improvement planning, communities of practice, induction of new teachers, coaching and mentoring at the school level is essential.

Ongoing provision of certified CPD programmes in Educational Mentorship and Coaching as well as in Effective School leadership, complemented with aligned support in Communities of Practice and Professional Learning Communities, is likely to improve the quality of teaching which eventually contributes to improved students' learning outcomes. To reach as many school leaders as possible, there is a need for more investment in such programmes delivered in blended mode (face to face combined with e-learning)..

2. CONTEXTUAL BACKGROUND: THE EDUCATION SECTOR IN RWANDA

Like other countries, the education system for children in Rwanda is structured around four levels: pre-primary, primary, lower secondary and upper secondary levels. Within the Education for All programme, there is a compulsory 9 years basic education for primary and lower secondary education as well as the 12 years basic education in which upper secondary education is also considered. Students in Rwanda undergo national examinations at the end of each of the 3 cycles: primary, lower secondary and upper secondary. The Leading, Teaching and Learning Together (LTLT) programme targets school leaders and teachers in primary and secondary schools. This programme has two major components: School leadership, targeting Head Teachers and Sector Education Officer; Officers and School-based Teachers through the induction of new teachers, targeting mentor teachers in schools, especially Mathematics and STEM teachers, and mentor teachers from initial teacher training institutions.

According to a recent study on understanding the drop out and repetition in Rwanda, it would be beneficial to strengthen professional development opportunities for primary school teachers and improving their quality by providing teachers with opportunities for capacity development and in-service training to increase the quality of teaching and address learning issues and teaching practices in the classroom (MINEDUC, 2017). In this regard, CPD for school leaders is one of the priorities for the education sector.

According to the Education Sector Strategic Plan 2018/19-2022/2023, "Newly Qualified teachers, trainers and lecturers will participate in school/institution-based coaching and mentoring schemes for the first two years of their career" (MINEDUC, 2018)

. This is also in line with the TDM Policy that states that: "All beginning teachers – defined as teachers in the first 3 years of their career, will receive systematic professional support from their head teachers, mentors and school inspectors specially trained for this purpose". Furthermore, NQTs need to be introduced to a high-quality induction year and other than in exceptional circumstances, require all teachers to be 'licensed' following the successful completion of their induction period (MINEDUC, 2015).

2.1. Theory of Change and Cooperation Programme

Tackling the challenge of quality education has a very close relationship with building the capacity of school leaders to effectively lead and manage schools and improve teacher performance. Evidence shows that teacher development improves teaching and learning, and that effective school leadership is required for the professional development of teachers (Robinson et al, 2008; Leithwood et al, 2008; Hattie, 2009; Glewwe et al. 2011). Therefore, to improve the quality of teaching, teachers should be given opportunities to grow professionally.

To address the challenge of quality education, the CPD programmes contribute to implementing policy priorities related to strengthening the quality of school leadership and school-based teachers with the aim of improving learning outcomes and implementation of the new competence-based curriculum.

The University of Rwanda-College of Education (UR-CE) and the Rwanda Education Board (REB) in partnership with VVOB - Education for Development are therefore implementing a five year programme in Effective School Leadership and School-based Teacher Support, to enhance the

implementation of the Competence- Based Curriculum and to improve learning outcomes as illustrated in Figure 1.

At the core of the programme, the afore mentioned partners developed a Continuous Professional Development (CPD) trajectories for School Leaders and Teachers, consisting of URCE certified CPD Diploma and Certificate programmes, complemented with Professional Learning Communities (PLCs) for sharing experiences, best practices and challenges amongst these stakeholders. The programme is being implemented in primary education in 6 districts in Rwanda, and is being scaled up in secondary education in 14 districts.

All activities are carried out within the umbrella of overall program titled "Umusemburo w'Ireme ry'Uburezi - Leading, Teaching and Learning Together (LT)2" aimed at the development, design and implementation of Certified CPD Programmes for professional development trajectories of Head Teachers, Deputy Head Teachers, Sector Education Officers, School-Based Mentors, Maths SSLs, STEM SSLs and TTC Tutors participating in either the CPD Diploma Programme in Effective School Leadership or CPD Certificate Programmes in Educational Mentorship and Coaching.

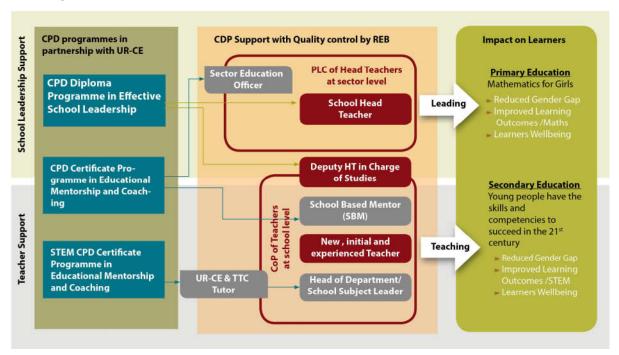


Figure 1: Development of CPD programmes; processes and challenges

3. DESCRIPTION OF THE CPD PROGRAMMES AND THEIR REACH

In alignment with the TDM policy, VVOB Rwanda is providing support in key sector priorities related to the professional development of educational leaders in schools at both primary and secondary levels.

Besides a general description of the CPD programmes, this paper focuses on the processes that led to the development of the CPD programmes, the challenges encountered along the way and the intermediate successes/results of this partnership for interventions in primary schools, and the

partnership and collaboration with other development partners to scale up the programmes at secondary school level, wider geographical coverage and strengthened sustainability.

In 2014, the University of Rwanda College of Education (UR-CE), Rwanda Education Board (REB) and VVOB-Education for Development (VVOB Rwanda) partnered to develop formal training programmes, namely certified CPD programmes. Prior to this REB in collaboration with VVOB organised over a timeline of 10 years several non-formal training programmes for school leaders. During the whole process, it was noted that CPD Programmes alone are insufficient and need to be complemented by strategies that provide continuous support and involve school leaders and teachers themselves. Therefore, technical support is provided to establish Professional Learning Communities (PLCs) at sector and school level. PLCs aim to bridge the gap between theory, policy and practice. At sector level, those PLCs are organised for (deputy) head teachers and facilitated by SEOs for supporting them in the implementation of the 5 standards for effective school leadership. At school level, teachers regularly come together to learn, inquire and reflect on their practice. Those PLCs of teachers are an effective and cost-efficient method to support teachers in their ongoing professional development. The table below indicate type of CPD programmes that are concurrently being running.

Building on the School Based Mentorship Programme Framework (REB, 2017-2022), these certified CPD programmes aim at equipping the said educational leaders with competences to fulfil their responsibilities related to the planning, implementation, monitoring and evaluation of CPD activities for school leaders. The delivery of the CPD Certificate Programmes for mentor teachers in primary education is co-facilitated by tutors from Teacher Training Colleges (TTCs). This is in line with policy priority 4 target 4.1 of the TDM-policy, which stipulates that CPD of teachers and pre-service teacher education must be more closely linked. This is in line with Policy Priority 4 of the TDM-policy, which stipulates that CPD of teachers and pre-service teacher education must be more closely linked. TTC tutors will also coach the SBMs and SSLs in their role as NT mentors. Therefore, they receive a training on coaching, mentoring and on how to support school-based induction.

Results from a baseline KAP survey conducted before the start of the training programme for school leaders showed that school leaders struggle with reserving time for their own CPD and that of their staff members. For instance, headteachers were only able to reserve 1.7 days per year (SD 2.1 days) for school strategic operational planning, setting the vision and mission and educational planning. A big majority of school leaders also did not manage to put the 5 standards of leadership in practice. The worst scoring standard in this regard was the involvement of parents and the community; more than 60% scored low on this standard indicating that more CPD on the 5 standards of leadership would have added value.

Results from a baseline survey conducted in early 2018 by VVOB to understand the needs of new teachers in Rwanda show that before the start of the CPD programme for SBMs, only 39% of new teachers reported that they were assigned a mentor to support them at school and less than a half of new teachers had taken part in professional mentoring programme at their school. However, most respondents report taking part in some mentoring activities, except 39% who have not participated in workshops organised at their school on school management and leadership. Only 34% report that they (also) have support from a TTC mentor, and 29% report that there are no professional mentoring activities at their school. But there are also quite some schools where none of the

respondents reports not having mentoring activities. The table below shows the need for mentoring activities or formally organised support (VVOB Rwanda 2018).

Activity	No need at present	Low level of need	Moderate level of	High level of need
			need	
Knowledge and understanding of my subject(s)	6%	10%	12%	72%
Pedagogical competences in teaching my subject(s)	3%	11%	16%	70%
Student evaluation and assessment	11%	16%	11%	63%
Student behaviour	8%	13%	15%	64%
Strategies to manage big classes	8%	14%	6%	72%
Classroom management and administration	14%	15%	15% 9%	

Table 1: Ratio for the need of professional mentoring activities or formally organized support.

The results in the table tell us that respondents exhibited a high level of training needs on all listed aspects. However, high rate of those wishing the training on knowledge and understanding of their subject seems to be controversy as official statistics (MINEDUC, 2017) affirm high percentage of qualified teachers at both primary and secondary education.

Regarding the intensity of the different types of mentoring activities in the last 12 months, it was observed that for most activities, almost half of the respondents reported that these activities never took place in the last 12 months. Details are presented in the following table.

Activity	Never	Less than once a month	Once a month	Every two weeks	Once a week	Several times a week	Every day
Joint lesson planning	51%	8%	21%	3%	9%	4%	4%
Observing mentor's teaching	55%	5%	27%	3%	4%	4%	1%
Observing a teacher teaching the same subject or grade	43%	8%	24%	5%	7%	12%	1%
Observing a teacher teaching another subject or grade	46%	8%	19%	3%	4%	16%	3%
Observing another new teacher	52%	12%	15%	1%	7%	11%	2%
Being observed in my teaching by my mentor	54%	3%	22%	6%	6%	7%	2%

Analysing student work and	12%	1%	10%	5%	12%	13%	47%
results on formative							
assessments							
Analysing marking and	8%	1%	6%	6%	16%	18%	46%
record keeping systems							
Discussing about teaching	16%	3%	14%	3%	14%	23%	27%
and learning issues, not							
focused on a specific lesson							
Suggesting and discussing	22%	4%	16%	2%	7%	22%	26%
teaching and classroom							
management techniques							

Table 2: Participation in CPD activities during the last 12 months

It can be deducted from the table that only analysing student work and results, analysing marks and record keeping systems, discussing about teaching and learning issues in general, and discussion about teaching and classroom management were reported to take place at least once a week by more than half of the respondents.

3.1. CPD Diploma Programme in Effective School Leadership

This programme aims at equipping head teachers and deputy head teachers with the competences to fulfil their roles as school leaders. The 5 standards for effective school leadership form the backbone of the programme. Attention is paid to both concentrated and distributed forms of leadership, inclusive education and both task and emotional dimensions of school leadership. The programme/training is offered as a year-long programme with 18 contact days (16 training days and 2 examination days). The programme was first offered by UR-CE as a Diploma Programme in 2016 when 397 head teachers from schools with a primary section graduated (1 head teacher per sector was enrolled; total of 416 head teachers). Action research and an impact study formed the basis for an extensive revision of the programme in 2017 (VVOB, 2016a). Since 2018, the programme has been revised to target both head teachers and deputy head teachers. Between 2018 and 2021, all head teachers from primary schools (including 9-year and 12-year basic education schools) in 6 districts and all head teachers and deputy head teachers from secondary schools (including 9-year and 12-year basic education schools) in 14 districts will take part in the one-year programme. During this period, about 2000 school leaders from 1322 schools will take part in the programme. Opportunities for blended learning are also being explored for the online delivery of the programme.

3.2. CPD Certificate Programme in Educational Mentorship and Coaching for SEOs

Under this programme, SEOs benefit from a CPD Certificate in Educational Mentorship and Coaching to enable them to guide and coach school leaders in leading their schools effectively, with an emphasis on CPD for teachers in general and new teachers' induction in particular, as a significant means for improving quality of teaching and learning. The CPD Certificate in Educational Mentorship and Coaching (20 credits) for SEOs will provide them with coaching and mentoring skills to organise and facilitate sector-based Professional Learning Communities of (deputy) head teachers. In the first cohort of 2018, 75 participants from 6 districts have been

enrolled in the programme. At secondary level, 138 participants have been enrolled to undertake this CPD Certificate Programme in other 14 intervention districts.

3.3. CPD certificate in Educational Mentor and Coaching for SBMs

This programme provides them with skills to guide and organise school-based CPD, and to promote reflective practice in their schools to advance the implementation of the CBC. It focuses on teacher development as an ongoing process in a teacher's career including the induction of new teachers, peer learning through PLCs, coaching conversation with fellow teachers and other pedagogical skills, assessing teacher professional development needs to inform a CPD plan, conducting a lesson observation and a lesson study, and gender consideration in the facilitation of CPD activities. At primary level 38 SBMs and 8 TTC Tutors from 6 districts have been enrolled to partake this CPD Certificate in Educational Mentorship and Coaching in 2018. At secondary level, 231 SBMs in 14 districts have been enrolled.

3.4. CPD Certificate Programme for Maths SSLs

The CPD Certificate for Maths SSLs builds on the CPD certificate for SBMs with a specific application on Maths. SSLs in Maths are introduced to a variety of aspects of pedagogical content knowledge for Maths and Maths leadership. Examples related to selected topics of the primary mathematics curriculum are drawn, to mentor and coach NTs Mathematics.

3.5. CPD Certificate Programme for STEM SSLs/Head of Departments

This programme builds on the CPD certificate for SBMs with a specific application on STEM. SSLs and Head of Departments in STEM are introduced to a variety of aspects of pedagogical content knowledge for STEM and STEM leadership. Examples related to selected topics of the primary mathematics curriculum or secondary STEM curriculum will be drawn, in order to mentor and coach New Teachers (NTs) in STEM. Between 2018 and 2020, two STEM teachers (SSL STEM and/or STEM Head of Department) in each secondary school (including 9YBE and 12YBE schools) of 14 districts will benefit from this programme. 150 SSLs for Mathematics from schools with a primary section in 6 districts will be enrolled in the programme. In 2018 XXX Maths SSL started with the Programme.

3.6. Professional Learning Communities (PLCs)

As described above trainings alone are insufficient and need to be complemented by strategies that provide continuous support and involve school leaders themselves. For (deputy) head teachers PLCs are organised by SEOs at the sector level and for teachers at school level by the SBMs in collaboration with either the Head teacher or the deputy head teacher at the school level. Activities at the school level may include collaborative lesson preparation, lesson study/observation, case discussions, analysing student work on assessments, analysing marking and record keeping systems, or developing strategies for teaching learners with special educational needs (SEN). PLCs can be an effective form of professional development (e.g., Vescio et al., 2008; Ingvarson et al., 2005). They bridge the gap between theory, policy and practice, focus on practice, provide opportunities to participants to break out of their isolation, create a forum for sharing and contribute to job satisfaction and motivation (Vande Walle and Fransen, 2017). Their cost-effectiveness and embededness into existing structures at sector level contributes to their sustainability as an instrument for professional development. Research has underlined the

importance of a competent and motivated leader (in Rwanda: SEOs) for PLCs to introduce fresh insights and ideas and avoid group thinking (e.g., Brodie, 2013). VVOB's experience has confirmed the need for extensive coaching and feedback to help PLC members understand the bottom-up and collaborative nature of PLCs and the positive impact on head teachers' and teachers' motivation (VVOB, 2017).

Within their role of oversight for the implementation of the education sector policy related programmes at the sector level, SEOs in addition to their oversight role play a central role in collecting and analysing school performance data. These data form the basis for identifying areas for improvement and establishing collaboration among schools. Through their engagement in PLCs of (deputy) head teachers, SEOs obtain better insight in school performance and take more data-driven decisions.

4. Preliminary results

VVOB's experience has shown that top-down strategies alone are insufficient and need to be complemented with strategies that provide continuous support and involve school leaders and teachers themselves. Professional learning communities (PLCs) can be an effective form of professional development (e.g. Vescio et al, 2008; Ingvarson et al, 2005). In 2014-2016, VVOB trained 120 SEOs to initiate and guide PLCs of head teachers. Regular feedback and reflective practice helped SEOs and HTs to improve the quality of their PLCs. An impact study was done at the end of 2016, showing the effectiveness of VVOB's approach and leading to recommendations for further improvement and fine-tuning of VVOB's interventions. An important conclusion that has emerged and which is confirmed by other research (e.g. Murphy, 2015; Brodie, 2013) is the importance of formal leaders in education (in Rwanda: SEOs) in creating effective PLCs. Other findings included the need for extensive feedback and reflective practice to help PLC members understand the bottom-up and collaborative nature of PLCs and the positive impact on head teachers' and teachers' motivation. Therefore, the revised CPD Programmes are putting more emphasis on school collaboration through PLCs.

Other experiences from VVOB show that there is need to strengthen the capacity of school leaders through the development of a sustainable and reliable system to support the professional development of school leaders.

5. CHALLENGES FOR DEVELOPMENT AND IMPLEMENTATION

While the policy environment is very conducive and supportive of CPD programmes, both development and implementation of the programmes has faced a number of challenges including the following:

There is a need for improved coordination of interventions for the capacity development of school leaders, particularly aligning the different CPD initiatives. There is also need to implement some CPD policy provisions for effective implementation of CPD activities at different levels including reduction of the teaching workload for mentor teachers (SBMs, SSLs) to allow them to organise and implement CPD activities. Head teachers to are involved in more administrative tasks that prevent them from effectively following up on CPD activities in their schools. In addition, more effort should be invested in monitoring and evaluation of professional development trajectories for school leaders by authorities at Sector, District and National levels.

6. CONCLUSION

Experience from this programme shows that when teachers receive additional instruction and peer learning through such interventions, the capacity of teachers to deliver can remarkably increase, also influencing the learning outcomes of students.

While these programmes were primarily developed to enhance the capacity of URCE and REB to train school leaders on how to conduct CPD activities at the school level, the partnership for the development and implementation has also enabled the accreditation of the programmes for their delivery at URCE and as per the standard guidelines and academic requirements for certified academic programmes at the University of Rwanda. This partnership also made it possible to contextualize the following key concepts: school leadership, mentoring, coaching and induction of new teachers. Success of these programmes has informed the need as well as an entry point for the harmonisation of CPD training programmes by different partners in Rwanda on both the content delivered and effective use of resources.

Future plans for these programmes include interventions focused on how these respective CPD Programmes affect teaching and learning in Rwanda with specific interest in and emphasis on professional practice and improved collaboration through sustainable institutionalised CPD programmes. On site hands on support is envisaged in the next programme interventions to strengthen practice at the field level and inform programme review.

In addition, a monitoring framework for these programmes, including the e-Monitoring system, will support the identification of areas for improvement and inform further review intervention for these programmes. Currently, a real-time e-Monitoring system is being developed and piloted in intervention Districts to ensure timely monitoring and feedback on implementation of CPD activities at various levels, critical to sharing knowledge on what is working and how it works, the reach of the programme and cost effectiveness of the programme.

To ensure sustainability of these CPD Programmes, room is made for teachers to identify their priority challenges for CPD based on the existing practice, respective environments and available resources and accordingly, explore and implement solutions that could potentially contribute to improved teaching and learning outcomes. This is also the same for promotion of ownership of the programmes. If the school leaders are involved in the conception and implementation of the programmes, they can develop an affective relationship towards the programmes by developing ownership of the proposed change (Clarke, 1991)

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