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Acronyms and Abbreviations

Acronym	Meaning
ARV	Anti Retro-Viral
BRMS	Basic Required Minimum Standards
BTVET	Business, Technical and Vocational Education and Training
CCT	Coordinating Centre Tutors
CPT	Customised Performance Targets
DEO	District Education Office/Officer
DES	Directorate of Education Standards
DIS	District Inspector of Schools
ECD	Early Childhood Development
EDP	Education Development Partners
EFA	Education For All
EFAG	Education Funding Agencies Group
ELDS	Early Childhood Development Standards
EPD	Education Planning Department
ESAPR	Education Sector Annual Progress Report
ESIP	Education Sector Investment Plan
ESCC	Education Sector Consultative Committee
ESSP	Education Sector Strategic Plan
GAR	Gross Admission Rate
G&C	Guidance and Counselling
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GESP	Gender in Education Sector Policy
GPI	Gender Parity Index
GoU	Government of Uganda

ICT	Information and Communication Technology
JAF	Joint Assessment Framework
LTEF	Long Term Expenditure Framework
MDG	Millennium Development Goal(s)
M&E	Monitoring and Evaluation
MoES	Ministry of Education and Sports
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MTEF	MediumTerm Expenditure Framework
NAPE	National Assessment of Progress in Education
NCDC	National Curriculum Development Centre
NCHE	National Council for Higher Education
NTC	National Teacher College(s)
PEAP	Poverty Eradication Action Plan
PIASCY	Presidential Initiative on AIDS Strategy for Communication to Youth
PLE	Primary Leaving Examination
PTC	Primary Teacher College(s)
PTEC	Primary Teacher Education Certificate
PTR	Pupil Teacher Ratio
QEI	Quality Enhancement Initiative
SFG	School Facilities Grant
SIP	School Improvement Plan(s)
SMC	School Management Committee(s)
SNE	Special Needs Education
SWAp	Sector Wide Approach
TDMS	Teacher Development Management System

UDHS	Uganda Demographic and Health Survey
UGAPRIV	Uganda Association of Private Vocational Providers
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education
UPPET	Uganda Post Primary Education and Training
USE	Universal Secondary Education
UVQF/A	Uganda Vocational Qualification Framework/Authority

Executive Summary

The Education Sector Strategic Plan 2004-2015

The Education Sector Strategic Plan (**ESSP**) 2004-2015 was prepared in 2003 to provide a framework for policy analysis and budgeting. It was aimed at addressing three critical concerns:

- **Primary schools** were failing to provide sufficient Ugandan children with literacy, numeracy and basic life skills.
- **Secondary schools** were not producing graduates with the skills and knowledge required to enter the workforce or pursue tertiary education.
- **Universities and technical institutes** were neither affording students from disadvantaged backgrounds access to tertiary education nor responding adequately to the aspirations of a growing number of qualified secondary school graduates.

The **ESSP 2004-2015** was underpinned by a mathematical model of the education system that produced internally consistent estimates of enrolments, resource requirements and investment needs. The model followed each cohort of children from birth until its last member left the education system as either a dropout or graduate. The total population to be served was determined by demographic forces - the total population, birth rates and survival rates - and by policies regarding access to education. Targets for the ratio of students to classrooms, teachers and instructional materials defined total input requirements. A perpetual inventory of available inputs was maintained by estimating losses to the stock of inputs due to physical depreciation, mortality or retirement, and additions through investment and training. The difference between the number of inputs required (classrooms, teachers, textbooks, etc) and the stock available then represented targets for further investment. The re-costing of ESSP has been necessitated by recent key and critical policy reforms in the sector.

The REVISED ESSP 2007-2015

The decision to re-cost and update the strategic plan was prompted by the addition of six items to Uganda's education policy agenda since the launch of the **ESSP 2004-2015**:

1. Bringing the *ESSP* into alignment with Education For All (EFA) and Millennium Development Goals (MDG) goals (the *ESSP 2004-2015* had been designed to fit within financial constraints).
2. Improving the quality of primary education through introduction of local language instruction and a simplified thematic curriculum.
3. Ensuring that all pupils successfully completing Primary 7 have access to either academic secondary education or Business, Technical and Vocational Education and Training (BTVET).
4. Strengthening science and technology education by providing science laboratories, ICT laboratory rooms, and well-stocked libraries to secondary schools.

5. Increasing participation in tertiary education in order to ensure that Uganda meets its needs for a high-level work force.
6. Increasing the attractiveness of the teaching profession through the introduction of a scheme of service that creates a career ladder for teachers and school administrators and differentiates salaries in recognition of career status.

The Revised ESSP 2007-2015 has now been updated in 2010 to respond to the priorities of Uganda's National Development Plan (NDP) 2010/11 to 2014/15 and further understanding and analysis of the education sector. This revised version aligns the key objectives and strategies of the ESSP with those of the NDP.

The Updated ESSP has been informed by a number of key studies as well as evaluation of previous and on-going reform. Detailed studies on sector efficiency, institutional capacity and teacher training have been completed. The Updated ESSP draws on the findings of the comprehensive Education Sector Annual Performance Review (ESAPR). A summary of the key recommendations of the major studies and evaluations is given at Annex 8.

A number of new reforms have been introduced. The Ministry of Education and Sports (MoES) plans to improve the provision of instructional materials at all levels of the education system, to strengthen the training and in-service support to teachers, and supply housing for a head teacher, a senior woman teacher and a senior male teacher in every primary school to make them resident and enhance school-level supervision in a bid to minimize absenteeism of head teachers, teachers and pupils. It has also sought to strengthen cross cutting programs in AIDS education, counselling and guidance, peace studies, refugee education and gender equity. These activities are all expected to have a high impact on achievement of ESSP objectives and represent high value given their modest impact on the aggregate budget of the education system. On the other hand, the new formula for teacher allocation to schools, which will increase total teacher requirements has been recently adopted by the Cabinet and is going to be submitted soon to the National Parliament for approval.

The micro-simulation that was constructed in 2003 in order to assess the effects and costs of the **ESSP 2004-2015** has been revised to reflect both recent history and the changes in goals and requirements implied by the new policy agenda. The projections generated earlier have been compared with statistics about actual experience wherever possible.

Major Issues in the Revised ESSP 2007-2015

The results of the modelling exercise point not only to the enormous cost implications of the reforms that are under discussion and implementation, but also to the urgent need to consider the effectiveness of these initiatives in meeting Uganda's educational objectives. The Revised ESSP was projected to cost 23,591 billion Ug Shs. over the period 2007-2015. This is 8,893 billion Ug Shs. more than envisaged in the **ESSP 2004-2015** - an increase of 61 percent. Approximately three-quarters of that cost would be borne by Government (18,253 billion Ug Shs.) and a quarter by the private sector, including households, enterprises and charitable organizations. The Updated ESSP

2010-2015 is projected to cost 7,958 billion Ug Shs over the five year period of which Government costs are estimated to be 78.7%.

Under the Updated ESSP the cumulated number of student-years of instruction (in the entire Uganda's education system) declines by 12.9 million over projections in the **ESSP 2004-2015** for the period 2010-2015 - a decline of about 20 percent. This decline is due principally to revised population projections and primary flow rates, streamlined admissions in P1 and a projected progress in the internal efficiency in primary schools. Under the endorsed scenario (middle case scenario, ESSPN2 – see Annex 5 for full details), total primary enrolments will stabilize over the plan period, in relation with two main drivers: slowly increasing new admissions in P1, while the GAR will drop from 158.4% in 2009 to 126.7% in 2015, and fast reduction of repetition and dropout rates. The number of students successfully completing P7 increases by 28.4 percent over the period 2010-2015, from 351,200 in 2009 to 490,600 in 2015. .

A much greater relative increase in enrolment occurs in post-primary BTVET. Enrolment in 2014-2015 - the final year of the revised strategic plan - is projected to reach 288,800 students or 6% less than the number anticipated in 2006-07. The impact of this growth on the budget is especially significant since the unit cost of BTVET is 2.6 times the cost of providing academic secondary education and up to 15 times the cost per student of providing primary education.

The revised reform agenda will have a relatively small impact on enrolment in tertiary education because of the delayed effects on secondary enrolments levels and completion rates. The enrolment bulge in primary education that is created by higher output will not reach the universities and higher technical institutes before the end of the plan. Nonetheless, beginning in 2012 the number of students leaving S6 will rise very sharply (as a consequence of reforms adopted in 2003 and 2006), reaching an annual rate of increase of 43 percent in 2013 before beginning to taper off. Even in the absence of a shift in policy regarding access to tertiary education, enrolment would be expected to double from 2009 to 2017.

The budgetary effects of increases in enrolment vary greatly by sub sector. The total expenditure per year of instruction is five to six times as great for secondary as for primary schools and 15 times as great for BTVET. Therefore, percentage increases in expenditures (over the **ESSP 2004-2015**) are greatest in the secondary education and BTVET sub sectors.

1. Introduction

1.1 The ESSP 2004-2015

1.1.1 The original Education Sector Strategic Plan (**ESSP**) **2004-2015** of Uganda's Ministry of Education and Sports was formulated in 2004. The Plan covered the fiscal years 2004/05 to 2014/15. It succeeded the Education Strategic Investment Plan (**ESIP**) **of 1998-2003**.

1.1.2 ESSP 2004-15 expanded the programme period from ESIP's five years to ten acknowledging the fact that sectoral development is a process and that change of the magnitude envisaged cannot be achieved in a few years.

The original ESSP 2004-2015 had three purposes:

- a. To help the Ministry fulfil its mission, which is "to support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development;"¹
- b. To guide all sub-sectors in their regular medium-term and annual planning and budgeting exercises; and
- c. To help the MoES, as sector coordinator, negotiate with other government agencies, other actors in the education sector, and external funding agencies the scope and use of their investments in the education sector.

1.1.3 These broad purposes expressed in 2004 remain constant and true both for the Revised ESSP 2007-2015 as well as for this third iteration, the Updated ESSP 2010-2015.

1.1.4 The Revised ESSP 2007 -2015 is based on ESSP 2004-2015, the 1992 Government's White Paper on Education, its long-term commitments to the international community, and on the medium-term goals, plans, and current undertakings of the MoES. The provision of quality basic education is well embedded in the constitution of Uganda and it is clearly spelt out that all children in Uganda are entitled to quality education. This updated ESSP 2010-2015 builds upon those objectives and strategies and aligns them to Uganda's NDP.

1.2 The National Policy context

1.2.1 The **1992 Government White Paper on Education** is the basis of Uganda's policy and programs on education. While some of these have been revised as a result of intervening events, the White Paper's articulation of the purpose of Uganda's education system continues to be the supreme guidance for the sector and these aim to promote: citizenship; moral, ethical, and spiritual values; scientific, technical and cultural knowledge, skills, and attitudes; literacy and equip individuals with basic skills and knowledge - in short, "to contribute to the building of an integrated, self-sustaining and independent national economy."

¹ Post Constitutional Restructuring of the Ministry of Education and Sports, Final Report, May 1998, as amended by Top Management of MoES.

1.2.2 The MoES section of the Government's **Poverty Eradication Action Plan** (PEAP) for the years 2004-05 to 2006-07 was developed in synchronization with the ESSP 2004-2015. Pillar five of the PEAP states "increased ability of the poor to raise their incomes," and "enhanced quality of life of the poor as national targets." The education section of the PEAP is geared toward those aspects of the education sector that most directly address poverty issues. It is also a comprehensive presentation of the sector, as its systemic nature makes it difficult to ignore any aspect of its objectives and strategies.

1.2.3 In 2010 the Government of Uganda approved a new five year **NDP** 2010/11 – 2014/15. This set out Uganda's broad development agenda aimed at accelerating socio-economic transformation for prosperity. Investment priorities include physical infrastructure and human resource development, with particular reference to the importance of education and the promotion of science, technology and innovation. Significant emphasis is placed in the NDP on public private partnerships and that "a "Business Approach" will be pursued to improve public service delivery"

1.2.4 In addition to the domestic policy agenda, Uganda has two sets of commitments to the international community that are embraced within its long-term plans: the MDGs and the EFA goals. The Plan is in line with these broad sets of goals. The MDG that is relevant to the MoES is to ensure that by 2015 boys and girls are able to complete a full course of primary schooling and that gender disparities will be eliminated at the primary level by 2005 and at all levels by 2015.

1.3 Economic context

1.3.1 Uganda's Macroeconomic policy has contributed to poverty reduction and created conditions for Gross Domestic Product (GDP) growth. The economy registered annual GDP growth of above 7% in the four years up to 2006/07. The steady growth has enabled government to spend more on key sectors that would in turn create the conditions for further GDP growth. Critical to Uganda achieving its goals is to continue to improve the capacity of education and training to produce the human capital for sustained development.

1.3.2 On the macroeconomic side, Government fiscal and monetary policy continues to aim at sustaining sound economic fundamentals including:-

- i. A low and stable inflation environment;
- ii. A competitive exchange rate;
- iii. Promoting domestic savings; and
- iv. Accelerating economic growth through increased private sector investment.

1.3.4 Investment in education yields social, political and economic returns. More schooling is associated with reduction in gender inequalities, as well as externalities including improved family health, nutrition, and lower fertility among others.

Participation in education is therefore held to be part of the solution to poverty reduction through its potential to increase the quality of life.

1.3.5 The Ugandan economy experienced average growth of 8% between 2004/05 to 2007/08. The NDP forecasts GDP growth between 2010/11 and 2014/15 to be at an average of 7.2% per annum. The Ministry of Finance, Planning and Economic Development (MoFPED) anticipated that the budget for education would increase by 76% between 2003/04 and 2013/14. The share of education as total government expenditure has declined from a high of 20.6% in 2002/03 to fluctuate between 17% and 18% in the last four years to 2008/09 as indicated in the Table 1.1. Budget allocations will continue to come under pressure from competition from other priority sectors, in particular infrastructure and energy, though under the NDP, budget allocations are expected to rise again to 17.4% by 2014/15 (see table 1.2 below). However, without significant improvement to the efficiency of service delivery within the education sector, financial allocations are at risk of being insufficient to reach the objectives expressed in ESSP.

Table 1.1: Education Sector Share to Total Government Expenditure, 2002-2009

FY	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9	2009/10
% Share	20.6	18.8	18.8	17.1	17.6	17.8	15.4	15.3

Table 1.2: Medium Term Expenditure Framework (MTEF) Education Sector Share to Total Government Expenditure 2010/11 to 2014/15:

MTEF Sector	2010/2011	2011/2012	2012/2013	2013/2014	2014/2015
Education	15.8%	16.0%	15.8%	15.7%	17.4%

Source: Budget Speech Paper, MoFEDP, 10 June 2010

1.3.7 The new policy agenda that will see expansion of the post primary and tertiary sub sectors means that the share assigned to primary education will decline *in relative terms* as the allocations to secondary and tertiary education increase. In addition, the updated policy agenda means that total government expenditures on education need to increase as predicted under the MTEF. Expenditure increases by sub-sector are predicted in the Table 1.3 below.

Table 1.3: Relative and absolute increases in education expenditures under the Updated ESSP 2009/101-2014/15

From 2009-10 to 2014-15	Relative Increase	Absolute Increase
Recurrent Expenditure		
Primary	132.1%	176.1
Secondary	215.2%	260.5
BTVET	224.5%	24.9
Tertiary	169.7%	110.6
Services-centr. Admin	127.6%	3.2
Total Recurrent	159.6%	575.2
Development Expenditure		
Primary	179.9%	79.1
Secondary	62.8%	-60.6
BTVET	233.2%	22.0
Tertiary	200.0%	10.0
Total Development	117.5%	50.5
Recurrent & Development	149.9%	625.7

1.3.8 The school-age population is predicted to continue to grow at an estimated rate of about 3.4% per year over the next decade, a trend that has held for more than two decades. The number of children reaching school age is expected to increase by 40% over the decade between 2004 and 2014. The 2002 Census had been expected to reveal a decline in birth rates over the previous inter-censal period, but recent data suggest the high birth rate continuing. Population figures used in developing the models for the Updated ESSP are the official projections based on the 2002 census. Inevitably as the distance from the census increases estimates become less reliable and less able to predict population movements, particularly associated with conflict and urbanisation. A new census is planned for 2012.

1.4 Sectoral Context

1.4.1 Uganda's education system provides for four levels of education, starting with (i) an initial non-compulsory pre-school phase of Early Childhood Development for 3-5-year-olds managed by the private sector;(ii) seven years of free and compulsory primary education for 6- 12-year-olds; (iii) four years of post-primary education and training for 13-16-year-olds followed by two years of advanced secondary education; and (iv) tertiary and university education. Basic education is governed by the provisions of The Pre-Primary, Primary and Post-Primary Act 2008, whilst tertiary education is provided for by the University and Other Tertiary Institutions Act, 2001.

1.4.2 Education is a right enshrined in the constitution of the republic of Uganda, and articles 30 and 34 make education for children a human right and basic education an entitlement respectively. Education policy is guided by the 1992 Government White Paper on Education.

1.4.3 More recent policy thrusts include an emphasis on providing equitable access to quality and affordable education to all Ugandans, propelling the nation towards achieving the goals of PEAP, meeting commitments to achieve EFA and the MDGs by 2015, providing relevant education and enhancing efficiency, and strengthening partnerships in the education sector in Uganda.

1.4.4 The inception of the Sector Wide Approach (SWAp) in 1998 supported by the ESIP (1997-2003), provided the basis for Universal Primary Education (UPE), introduced in 1997, which saw total enrolments in primary education increase from just over 3 million pupils in 1998 to just under 7.3 million pupils (government, community and private schools) by 2008 (EMIS Statistical Abstract 2008).

1.4.5 The MoES is responsible for the development of policies and policy guidelines on education, setting standards, developing the curriculum, provision of instructional materials, construction of basic school facilities and for monitoring standards through supervision and assessment.

1.4.6 Under the local Government Act of 1997, nursery, primary schools, and schools for primary aged children with special needs fall under the administration and management of District Councils. Within the District/Municipal administration the education department is tasked with implementing UPE, supervising the disbursement of the UPE capitation grants and ensuring the successful administration and management of primary education in the district.

(i) Pre-Primary and Primary education

The case for providing universal primary education is well documented. Uganda has committed for over a decade to achieving this goal. The Ugandan experience has shown that spending on basic education, especially for the disadvantaged and those in hard to reach areas promotes equitable access. Research among the poor reveals that spending on basic education contributes greatly to their welfare. A year of primary education is estimated to add an average of 5.6% to an adult's income. It has also become clear that focusing on increasing access to primary education can put the quality of education at risk.

Enrolment in pre-primary education is low with a GER of 5.6%, and has shown only a modest rise in recent years. Lack of provision contributes to under-age enrolment in P1 as well as children being ill-prepared for school once they start P1.

(ii) Post-Primary Education and Training

The evidence that post-primary education is critical to economic development and poverty reduction is less well publicized. Evidence suggests that those with post primary education and training in general and secondary education in particular increase their chances of formal sector employment as many employers in Uganda give preference to those certificates from successful general secondary schooling. Therefore post primary educational services are in demand, valued by the population, and are capable of contributing to improved equity and income generation. Secondary education is

particularly a prerequisite for middle and high level manpower production whilst the BTVET focuses on productive technical and vocational skills.

(iii) Tertiary education and training

Uganda must create a bank of highly educated people to manage the emerging economy which will contribute to poverty alleviation by increasing wealth. Skilled human resources produce more, earn more and pay more taxes. Higher Education contributes to the wealth of nations by directly producing skilled human resources that produce wealth. Without proper and adequate higher education and research institutions providing a critical mass of skilled and specialized people, no country can ensure the development of industries and new technologies which are responsible for the creation of wealth and, therefore, eradication of poverty.

Higher education enhances the development of new information communication technologies, which change the way knowledge is developed, acquired and disseminated. This calls for technology transfer, capacity building, developing local materials, training and research and making knowledge accessible to all.

Even with more effective and efficient use of resources, it is not feasible for the Government to fully fund massive expansion of education. Government has, therefore, developed a strategy of Private Public Partnership to leverage public funds facilitation and private financing.

(iv) The Education Sector & HIV/AIDS

Despite the fact that Uganda was the first country in Africa to feel the brunt of the HIV/AIDS epidemic, the cost of Ugandan society in terms of the number of people living with the disease and lost to AIDS is enormous. HIV/AIDS has a strong grip but it is believed that education has the power to help break that grip. Education is seen as a powerful force in combating the spread of HIV/AIDS. However, just as education can weaken the epidemic, the disease and its effects can weaken an education systems' ability to function. As a result, the MoES issued Sector Policy Guidelines on HIV/AIDS to support and provide guidance to all stakeholders involved in implementing the response to HIV and AIDS. These policies focused on reducing the spread and mitigating the impact of HIV/AIDS among Ugandan teachers, non-teaching staff and other employees in addition to pupils/students. The following policies have been developed and are being implemented to mitigate the impact of HIV/AIDS in the education sector:-

- a) The Work Place Policy (WPP);
- b) Capacity building for HIV/AIDS;
- c) Counselling and Testing;
- d) Advocacy for HIV/AIDS;

- e) Implementation of The Presidential Initiative on AIDS Strategy for Communication to Youth (PIASCY) activities in primary and secondary schools

1.5 Process of developing the ESSP 2004-2015

1.5.1 Sector development and the evolution of the ESSP has been a dynamic process. The MOES has strengthened the implementation of the ESSP by introducing several policies, strategies and guidelines since 2004 which provide benchmarks for development in the education sector.

1.5.2 To develop the ESSP 2004-2015 the Education Planning Department (EPD) and its consultancy team began with the logical frameworks submitted by each department following the Mid-Term Review of the ESIP. These frameworks became the basis of a logical framework in the PEAP and of the policy objectives and strategies of the ESSP. The Ministry's Monitoring and Evaluation Working Group, the Sector Policy and Management Working Group, the Education Sector Consultative Committee (ESSC), and Ministry Top Management reviewed a draft ESSP. Based on discussions in each of these meetings, the draft ESSP was revised. Once the draft was fairly well elaborated, a National Consultative Workshop was held; participants included District Education Officers (DEOs) as well as representatives from the Ministry and members of the Education Funding Agencies Group (EFAG)². The final review of the draft took place in the Ministry's first Education Sector Planning and Budgeting Workshop - the first such annual workshop, which replaced the April Education Sector Review.

1.5.3 The result of this workshop was an agreement on the broad lines of the ESSP as well as on the objectives and strategies of each sub-sector. The workshop also gave some guidance on how to reduce costs to fit the ESSP within the Long-Term Expenditure Framework (LTEF). After the workshop, the EPD made such adjustments to the expenditure framework and translated it into the Medium-Term Budget Framework (MTBF) through 2006-07.

1.5.4 Education is an active, constantly evolving and growing sector; any long-term plan must take into account current activities and medium-term goals and plans. The Plan needs to be flexible in an ability to respond to evolving policy and priorities as well as evidence generated through studies, reviews and evaluations, in particular the annual ESAPR as well as circumstances including resource availability. Actions to delivery on strategies are articulated through sub-sector action plans as well as annual Planning and Budgeting Workshops held since the inception of SWAp in 1998. The Mid-term Review of the ESIP 1998-2003 undertaken in February 2003, the logical framework/strategic plans drafted by departments subsequent to the Mid-Term Review, and the PEAP.

1.5.5 **Changes to ESIP 1998-2003 and ESSP 2004-2015.** The second Plan (ESSP 2004-2015) differs from the first (ESIP 1998-2003) in some key respects. The ESIP covered a five-year period (1998-2003), while the ESSP covered the period 2004-

² Now renamed the Education Development Partners' group (EDP)

2015.³ The ESSP was costed and linked to departmental work plans and the MTBF so that it could be used as a critical basis for medium-term and annual planning and budgeting. While the ESIP elaborated on the “programme approach” to planning and implementation, that approach was more or less institutionalised. The ESSP assumed continuation of ESIP. Finally, the ESSP shifted the emphasis from one of implementing Universal Primary Education (UPE), introduced in 1997, to give wider attention and commit resources to other sub-sectors, including post-primary education and training. A significant change in the Revised ESSP (2007-2015) was greater attention to improving the quality of education - *what* participants learn and *how* they learn. The Updated ESSP 2010-2015 continues this shift of emphasis, whilst recognising the continuing need to ensure universal access it focuses effort on defining and raising standards of learning and on improving overall governance of the sector as a prerequisite for achieving that.

1.5.6 The ESAPR specify undertakings that reflect the concerns and priorities of stakeholders in the education sector. The reviews examine overall progress towards sector objectives and include assessments of Government’s financial commitment to education, the Ministry’s budget performance and public expenditure management.

1.5.7 The Reviews focus on quality-enhancement indicators (ratios of primary pupils to classrooms, teachers, and textbooks), and measures of equitable quality (net enrolment rates, completion rates, and pupil achievement in literacy and numeracy). The Reviews assess progress in teacher recruitment and the development of strategic plans for higher education and for student assessment. They also assess resources for non-formal education program for disadvantaged groups of children and the establishment of the Uganda Vocational Qualifications Framework/Authority (UVQF/A).

1.5.8 The recommendations of these Reviews form the basis for priorities of the education sector as articulated in the ESSP 2007-2015. The Reviews focus on Sector performance and provide a basis for determining areas of improvement in line with the SWAPs.

1.5.9 The following key findings of the Impact Evaluation of the Primary Education in Uganda (2000-2005) helped inform the Revised ESSP: (source: EKN /MOES 2005)

- GoU, development partners and other stakeholders should set targets for improvement of access and quality at the same time based on realistic possibilities & expectations.
- MoES must find ways to improve the effectiveness of interventions by dealing with school management issues, lack of teacher training and high absenteeism of both teachers and pupils.
- The Monitoring and Evaluation (M&E) function should become an instrument in the improvement of the quality of education rather than that of monitoring input and process indicators.

³ The ESSP was approved by Cabinet in 2004, so effectively it does not cover the 2004-05 fiscal year, making it a ten-year plan.

1.5.10 Following the ESIP Mid-Term Review (2002), the EPD asked every Department within the Ministry to develop a logical framework based on the one agreed-upon at the Review Workshop. The drafts of these work plans were incorporated into the process of developing ESSP 2004-2015, and are used as the basis of department annual work plans.

1.5.11 Other key documents and policies that have contributed to the continuing development of ESSP include:

- Local Language Policy (lower primary), 2005;
- Basic Education Policy for Educationally Disadvantaged Children, 2006
- National Policy Guidelines on HIV and AIDS, 2006;
- Early Childhood Development Policy with the ECD Learning Framework, October 2007;
- Strategic Plan for Secondary Education in Uganda 2008-2019 (2008);
- The Gender in Education Sector Policy, 2009
- Introduction of Thematic Curriculum for P1-3, 2007;
- Universal Primary Education (UPE) Capitation Grant, Planning and Implementation Guidelines for District and Urban Councils, 2007:
- Quality Enhancement Initiative (QEI) project in 12 poor performing districts, launched in 2008;
- The Scheme of Service for Teaching Personnel in the Uganda Education Sector, 2008;
- Guidelines for Customised Performance Targets for Headteachers and Deputy Headteachers, 2008;
- Guidelines on: Policy, Planning, Roles and Responsibilities of Stakeholders in the Implementation of UPE for Districts and Councils, 2008;
- Planning and Implementation and Accountability Guidelines for Local Government under Poverty Action Fund, 2009;
- Guidelines on Roles and Responsibilities of Stakeholders in the implementation of Guidance and Counselling in Educational Institutions,(not dated)

1.5.12 The decision in 2007 to revise and update the ESSP (2004-2015) was prompted by the addition of six new policy initiatives listed below to the education policy agenda since launch of the ESSP.

- a) Bringing the *ESSP* into full conformance with EFA goals
- b) Implementing the thematic curriculum with the local language instruction policy for lower primary in order to improve learning outcomes at the primary level. .

- c) Assuring that all pupils successfully completing Primary 7 were assured access to either academic secondary education or BTJET as provided for by the USE policy.
- d) Strengthening science and technology education in the secondary sub-sector by providing science laboratories and well-stocked libraries in secondary schools to enable effective implementation of the Science Policy.
- e) Increasing participation in tertiary education in order to ensure that Uganda meets its need to produce high-level work force and assures equitable access to all social groups.
- f) Developing and implementing the new Schemes of Service for primary and secondary education sub-sectors.

1.6 Overall Policy Thrusts from the Revised ESSP 2007-2015.

1.6.1 The current major Education and Sports policy thrusts continue to prioritise access, equity, quality, relevance and efficiency of education service delivery in Uganda. As a result, the following have been incorporated in the plan:

- a) Ensuring universal access to primary and secondary education through sustained support to and continuing support to UPE and USE with an emphasis on reducing repetition and drop out.
- b) Improving the quality of education and developing an education system that is relevant to Uganda's development goals by enhancing the capacity of Education Standards Agency, National Council for Higher Education, Uganda National Examinations Board and Nurses Examinations Board; together with local governments and schools to deliver better quality education.
- c) Enhancing the effective and efficient management of education service delivery at all levels through institutional capacity building and performance management.
- d) Strengthening the public-private partnership in the education and sports service delivery.
- e) Accelerating the Education Sector response to the HIV/AIDS at all levels.
- f) Improving the delivery of education services in disadvantaged areas of Uganda and to vulnerable groups including the disabled.

1.6.2 The Revised ESSP placed highest priority on solving three problems. These remain true for the Updated ESSP 2010-2015.

1 Children are not learning basic skills in primary school. The focus of the first strategic plan (ESIP 1998-2003) was on access i.e. getting all children into primary school. The focus of this plan at the primary level is to help pupils in primary school

acquire the basic skills of literacy and numeracy and life skills - quality. To achieve this objective the Ministry will:

- a) Make the curriculum feasible and practical;
- b) Adopt effective methods of instruction; and train teachers in their use;
- c) Increase actual instructional time and rationalise the curriculum to focus on key skills and areas;
- d) Focus attention of P1 to P3, in particular ensuring adequate numbers of teachers are allocated to these classes to reduce the PTR;
- e) Examine primary pupils only in reading, writing, and mathematics;
- f) Implement measures that minimize teacher and pupil absenteeism; and
- g) Improve the learning environment through provision of instructional materials and school infrastructure.

2 Students are not acquiring the skills and knowledge they need for either the world of work or further education. At the post-primary level, the bifurcated system between academic preparation for higher education and vocational training for technician jobs is not appropriate for Uganda's national development needs. A key objective of this plan (see section 2.2 below) is to help students acquire competencies they need to join the workforce and to continue their education. To achieve this objective, the Ministry will:

- Revise the curriculum and improve instructional and assessment methods.
- Make more efficient use of available resources and reconfigure the post-primary sub-sector, and anchor the BTNET sub-sector service delivery on the Uganda Vocational Qualification Framework (UVQF)

3 The extraordinary large numbers of children who entered the school system in 1997 with the introduction of UPE - the UPE bulge - will pass through the post-primary sub-system and enter the tertiary system during the term of this strategic plan. While families now pay the major share of the costs of post-primary and tertiary education and training, many of the families whose children enter primary and post-primary levels under the universal programmes in the coming years cannot afford to pay these higher education costs, which are much far greater than the costs of primary school. The challenge of this plan is to accommodate more students at the post-primary and tertiary levels and to reach equitable levels of participation for families of lower economic status. The objective is to lower the costs of post-primary education and training by

making more efficient use of resources and to allocate resources toward schools and students who can least afford to pay.

1.6.3 In addition, under the Updated ESSP emphasis will be placed on improving overall efficiency and effectiveness of the sector in line with NDP commitments to adopt a business like approach to improve delivery of public services. This will ensure public servants are more effectively led and managed, that resources – physical, human and financial - are properly utilised and accounted for, and that citizens have a greater voice and influence over those resources. This includes a commitment to strengthen coordination and collaboration between MoES and other Government of Uganda (GoU) stakeholders including the Ministry of Local Government (MoLG), Ministry of Public Service (MoPS) and Ministry of Finance, Planning and Economic Development (MoFPED).

2. Current Status and Trends in Education Sector

2.1 Enrolment trends

2.1.1 Table 4 below shows the expansion in enrolment at each level of the education system over the past decade. Whilst the “bulge” at the primary level had already occurred following the declaration of UPE in 1997, and additional 1.5 million more children are now enrolled. Secondary education enrolment has doubled, whilst BTVET and Tertiary have almost trebled. Whilst this expansion is commendable it has not been achieved without cost, despite significant increases in budget the system at all levels struggles with issues of inadequate infrastructure, insufficient staffing and overcrowding resulting in high attrition and low learning achievement.

Table 2.1: Total Enrolment Levels by Sub-Sector; 2000-2008

Year	2000	2001	2002	2003	2004	2005	2006	2007	2008
Pre-Primary	NA	59,829	78,257	64,484	41,775	30,240	69,340	57,627	175,302
Primary	6,559,013	6,900,916	7,354,153	7,633,314	7,377,292	7,223,879	7,362,938	7,414,880	7,963,979
Secondary	518,931	539,786	655,951	683,609	697,507	728,393	814,087	842,683	1,088,744
BTVET	14,077	14,314	20,314	26,313	25,514	41,863	15,586	21,3931	25,2621 45,298 ¹
Tertiary	54,444	64,216	79,857	88,922	108,295	124,313		136,679	155,082

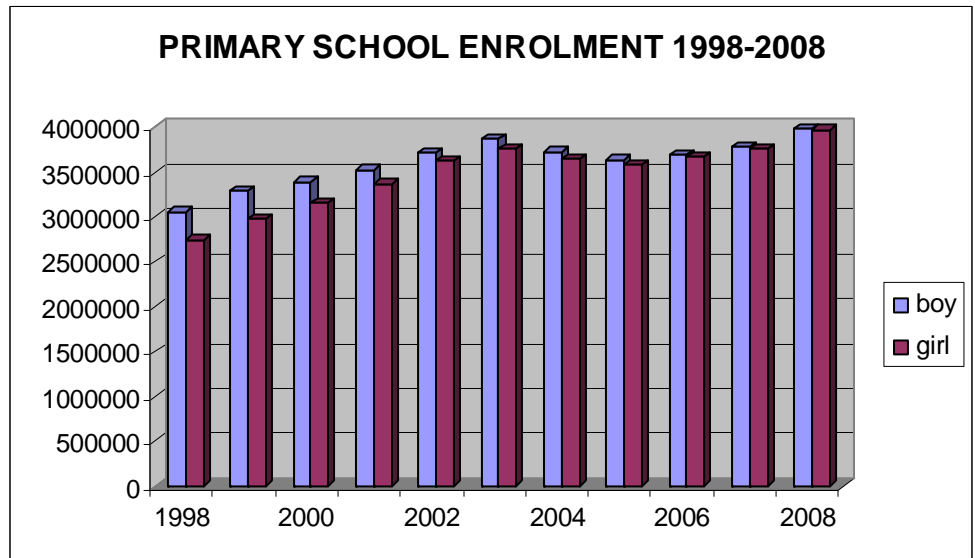
Source: EMIS 2008, except ¹ denotes source as ESAPR 2008/09

2.2 Primary Education

2.2.1 Uganda's performance towards achievement of the MDGs is summarised in a paper prepared for the Joint Annual Review of Decentralisation (2009). The supportive environment is evaluated as “strong” for MDG 2: Achievement of UPE by 2015. However, the report identifies the following challenges: (i) low primary school completion rate, 47% in 2007/08 (UNEB); (ii) primary schools are underfinanced and poorly resourced; (iii) inequality presents a major obstacle to UPE for girls, ethnic groups and children affected by post-conflict insecurity; (iv) teacher pay is low and payment is often delayed; (v) increased enrolment has not been matched by adequate teacher and classroom provision; (vi) participation of local leadership and communities is limited. Overall internal efficiency is low and there are increasing pressures on the education system with the goal of achievement of USE.

2.2.2 In 1996 just before the adoption of UPE, national total enrolment stood at 3,068,625 of which 1,647,742 were boys and 1,420,883 were girls. However, the switch to UPE led to a significant increase in the enrolment in the primary education, more than doubling to over 6.5 million in four years, with increases for girls outstripping those for boys.

Figure 2.1: Enrolment under Universal Primary Education by gender (1996 – 2008)



Source: EMIS

2.2.3 Therefore, the implementation of the UPE Policy of free tuition at primary school education since 1997 has had two important effects on enrolments: it has increased enrolment of children from poor households and has been particularly beneficial for girls.

2.2.4 The implementation of UPE program has resulted in increased access from 3 million children in 1987 to 7.964 million in 2008. The growth of enrolment has increased demand on delivery inputs like classroom stock, number of teachers, instructional materials and housing for teachers'. Despite registered successes of the UPE program, a number of challenges still remain such as; low completion rates; high drop-out and repetition rates; head teacher, teacher and pupil absenteeism, weak capacity for school inspection; and inadequate resources for infrastructure and instructional materials. Levels of learning achievement, as already noted above, remain poor.

2.2.5 Primary education in Uganda is therefore characterized by high admissions and enrolments, associated with low internal efficiency and primary completion rates. It is costly and constitutes a weak base for the education system, preventing its long-term balanced and quality oriented development. Based on current performance trends, Uganda is only likely to hit the target Net Enrolment Rate of 100% by the target date (2015) if the concerns of low quality of education and other barriers to survival are overcome.

2.2.6 The sub-sector's response to the quality concerns at Primary level, is being implemented through reinforcing the following initiatives; introducing the Thematic Curriculum for lower primary, revision of the upper primary curriculum that includes sexual reproductive health and life skills, Customized Performance Targets (CPTs) for

Headteachers and Deputies, Early Childhood Development (ECD) policy and the Quality Enhancement Initiative (QEI).

2.2.8 The Government has also introduced a new school staffing formula for both primary schools that will see increased numbers and improved distribution of teachers based on the number of classes or streams (i.e. a group of pupils at the same level) rather than follow a basic pupil to teacher ratio as before.

2.2.10 Uganda's has made progress on the six EFA goals.

(i) Expansion and improvement of comprehensive Early Childhood Care and Education, especially for the most vulnerable and disadvantaged children

Provision of Early Childhood Education is mainly in the hands of the private sector and access levels are still very low. According to the 2008 school census the total enrolment at pre-primary level was 175,302 with estimated GER of 5.6% with gender parity. Pre-primary enrolment in classes connected to primary schools was 61,145. There were 13,048 orphans and 3,460 disabled children enrolled in pre-primary schools according to the 2008 Census. However, it is worth noting that many private institutions are not registered under the Ministry and hence no data is available on their enrolments in the EMIS. The MoES provides policy guidance and quality assurance standards. The ECD Policy was endorsed in 2007 supplemented by the Learning Framework for ECD. Currently, MoES is finalizing Early Learning Development Standards (ELDS) for all ECD centres. Nevertheless, ECD is still an under-funded priority for the education sector and this hinders effective implementation of the policy and other quality assurance norms set by Government.

(ii) Ensuring that by 2015 all children, particularly girls, in difficult circumstances and those belonging to ethnic minorities, have access to and complete free and compulsory primary education

Overall therefore, all the key indicators for access to primary education in Uganda show positive trends but completion levels at 53.8% (2009) are still very low. However, physical infrastructure in primary schools remains inadequate due to declining budgetary resources allocated to the education sector. The education sector is still grappling with identification and implementation of effective and efficient measures that would improve completion rates, mostly focusing on actions aimed at improving quality of education with anticipated gains in learner completion. There remain wide regional variations in levels of enrolment of both boys and girls.

(iii) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and comprehensive life skills.

The 2006 Uganda Demographic and Health Survey (UDHS) results indicate that on average, 31.7% of the adult population aged 15-24 years has completed at least primary education (i.e. 34.8% for males and 28.6% for females). The full realization of this goal however has been undermined by a combination of social ills that include civil strife, HIV/AIDS, early pregnancies, unemployment, poverty, labour exploitation and substance abuse. These not only threaten life of young people, but also reduce

opportunities for their development. The education sector needs to recognize and assume its role in equipping young people with appropriate life skills that will enable them to complete their education and lead healthy and independent lives.

(iv) Achieving a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic education and continuing education of adults.

The 2006 UDHS indicates that 39% of women and 16% of men aged between 15 and 49 years are illiterate⁴. Levels of illiteracy amongst women increase with age, whereas they remain fairly constant for men, reflecting past restrictions on girls accessing education. Regional variations are stark, with only 6.3% of women identified as being illiterate in Kampala in contrast to 67.6% in the North.

(v) Elimination of gender disparity in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls full and equal access to and participation in quality basic education.

According to the 2006 UDHS, the Gender Parity Index (GPI) for primary education was 0.95, while EMIS (2008) puts it at 0.99. Despite the marginal variation, both indices confirm that Uganda has achieved close to gender parity at the primary level.

In the Secondary Sub-Sector, there have been improvements in the participation of girls. In 2000, the ratio of girls to boys stood at 44.1% to 55.9% respectively; this ratio has improved to 53.5% to 46.5% in 2008. Though the gender gap at secondary level has narrowed since 2000 the rate of improvement has been nominal. It is expected to show greater improvement with the introduction of the Universal Secondary Education policy in 2007. The GPI stood at 0.87 in 2008 and is targeted to reach close to parity (0.97) by 2012.

In order to strengthen the drive to reduce gender inequality the MoES issued a new Gender in Education Sector Policy (GESp) in 2009.

A Gender Parity Index (GPI) between 0.95 and 1.05 is considered as reflecting gender parity. With a GPI of 0.99 in 2008 we can conclude that Uganda has achieved gender parity at the primary level and has put in place measures that would enable realization of gender parity at the secondary level as well.

However, national averages mask significant regional disparities and in many areas of Uganda the participation of girls in education remains low. Though overall girl's enrolment is close to par with that of boys, girl's completion is less and fewer girls sit the Primary Leaving Examination. The ESSP includes a range of strategies aimed at reducing the barriers to girls' participation.

⁴ Illiterate is defined in UDHS as being unable to read any part of a sentence.

(vi) Improvement to the quality of education so that recognized learning outcomes are achieved by all, especially in literacy, numeracy and essential skills.

Whilst the National Assessment of Progress in Education (NAPE) reported some improvement in P3 literacy in 2009, with the percentage of pupils showing proficiency increasing to 55.9% from 44.5% the previous year, the same was not true for numeracy where the albeit relatively higher percentage of pupils demonstrating proficiency was sustained at 71%. At P6 scores for 2009 showed minimal improvement over the previous years and are static at 48% for literacy and 53% for numeracy. If proficiency is taken as the desired standard, then by P6 half of Uganda's children who survive to that grade are in effect failing.

The Ministry has introduced the Thematic Curriculum for lower primary grades (1-3). With adequate teacher training and provision of instructional materials to support its implementation, gains in learner attainment of requisite proficiencies in numeracy and literacy are anticipated. The policy to shift language of instruction from English to Mother tongue in P1 to P3 also appear to be bearing fruit and contributes to recent improvements in NAPE P3 assessment results. There is a need to better allocate teachers across the primary years to give greater emphasis to P1 to P3 where PTR are higher than in subsequent years. The present tendency to allow subject teaching in upper primary needs to be resisted, in line with the policy and training of teachers to teach all subjects.

2.3 Secondary Education

2.3.1 Following the launch of USE in February 2007, enrolment at S1 has grown rapidly. Enrolment (S1-S6) rose by 25% (from 814,087 to 1,088,744) between 2006 and 2008. With increased enrolments, significant additional resources are required. In view of the remaining quality problemsⁱ in primary education and the importance of moving towards the MDGs and EFA goals, it will be important to develop a strategic plan that will deliver these goals.

2.3.2 The introduction of USE has subsequently increased the transition rate from P7 to S1 by 22% from 46.9% to 68.6%. The sector has made strides in recruiting some of the teachers required and provision of facilities in 38 sub-counties without any prior form of secondary schooling.

2.3.3 The secondary sub-sector has three types of schools (i.e. Government-owned, private sector-owned and community-owned). In 2009, according to EMIS government owned secondary schools are 914 (31%); there are 1602 private schools (57%) and 504 community schools (11%). However, it is important to note that although the majority of existing schools (over 80%) are either privately or community-owned, they cater for a smaller proportion of less than 50% of school enrollments, placing a heavy burden on government owned schools. Much as the private sector plays a significant role in the provision of secondary education, its participation in rural areas is limited. The incidence of secondary education is more unequal, with the public sector not adequately targeting the poor

2.3.4 Projections show that the MTEF is not able to adequately provide for the high cost of the transition to mass provision of secondary education without measures to improve efficiency being implemented vigorously and expeditiously. The following are priority challenges -

- a. High costs of infrastructure that rely on larger contractors coupled with inadequate public funding for all eligible students.
- b. Implementing a staffing policy that ensures both adequate qualification and training of teachers and deploys them equitably across and within schools.
- c. High staffing numbers due to too broad a curriculum being offered resulting in low teaching loads.
- d. Expanding publicly-subsidized secondary education without reducing the demand for fee-paid private secondary education and reducing household contributions to public sector secondary schools.
- e. The need to rehabilitate majority of the existing government secondary schools (as they are in a dilapidated condition) and provide instructional materials in secondary schools.
- f. Putting measures in place to reduce the overloaded current secondary education curriculum of 42 subjects for the lower secondary system.
- g. Reducing the high drop out, especially for girls who study in day schools.

2.3.5 The above constraints necessitated the introduction of a number of policy reforms in secondary education for efficient and quality implementation of USE. Reform areas include:

- a. introduction of double-shifts in schools,
- b. curriculum review to reduce subjects offered by schools,
- c. introduced to set a minimum weekly teaching load for secondary teachers of 24 instructional periods out of a total minimum of 35,
- d. school based construction norms and low cost school infrastructure designs,
- e. Introduction of multi-science rooms and public-private partnerships.
- f. In addition, management and governance of secondary schools is being enhanced at school level through provision of basic training in core functions for head teachers and other key personnel at the school level,

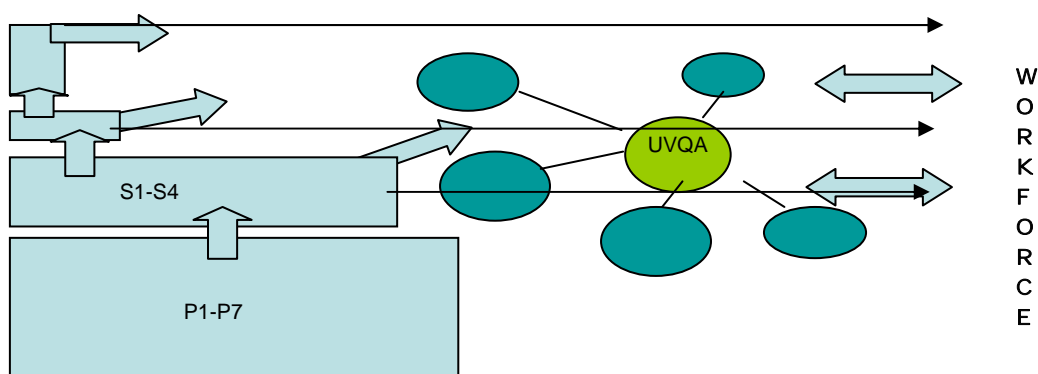
- g. Integrate Comprehensive life skills and sexuality education in planned curriculum review in addition to interesting communities to construct/provide hostels especially for girls.

2.4 Business, Technical, Vocational Education and Training (BTNET).

2.4.1 The S1-S4 course of study for post-primary students will be complemented by a BTNET system centred on the UVQF. A new BTNET policy was introduced in 2003. Learners will take courses within this framework to acquire skills relevant to specific occupations. These courses will be aligned with human resource requirements of all sectors and the labour market.

Figure 2.2 below depicts in a simple graphic format the relationship of such a BTNET system with the rest of the system.

Figure 2.2: BTNET in Uganda's Education System and Workforce



2.4.2 The BTNET system comprises– public; private; and firm based training. There are a total of **737** registered and licensed BTNET institutions, of which are 600 are private training service providers. In addition there is an estimated 1000 private training providers registered with the Uganda Association of Private Vocational Providers (UGAPRIV) the majority of which operate in the informal sector and are not registered by MOES. There are an unknown number of apprenticeships and enterprise based training programmes operating in Uganda. With the challenge of masses of UPE completers looking for further studies or training, BTNET requires special attention.

2.4.3 The national vision is to develop a BTNET system that will enable greater access, and realization of the full potential of Uganda's human resources. For the benefit of the economy, BTNET has to be capable of producing a competent and polyvalent workforce with practical work skills, entrepreneurship skills and orientation that are essential for employment. The BTNET system is seen as an integral part of a flexible post primary education system. Government will continue to develop a longer term coherent strategy for vocational and technical skills training that is linked to the labour market.

Table 2.2: Enrolment by categories of BTVET institutions

Categories of BTVET Institutions	Enrolment 2007			Enrolment 2008		
	Male	Female	Total	Male	Female	Total
Technical Schools	4,625	1,187	5,812	4,440	1,177	5,617
Technical Institutes	5,326	704	6,030	5,326	704	6,030
Farm Schools	938	687	1,625	1,213	782	1,995
Nursing Schools	1,021	2,856	3,877	1,109	3,096	4,205
Vocational Institutions (Gov't & Private)	1,287	85	1,372	2,451	1,487	3,938
Community Polytechnics	2,096	581	2,677	2,827	650	3,477
Total	15,293	6,100	21,393	17,366	7,896	25,262

Source: BTVET Dept ESAPR 2008/9

2.4.4 Over the last five years, all BTVET institutions have experienced increases in student enrolment and the demand is continuing to rise. There is an increasing social and economic demand for skills training, particularly where it is linked to prospective employment. The poorest, who stand to benefit the most, are disadvantaged in accessing skills training, largely as a result of cost but also as a consequence of having insufficient basic education to meet entry requirements. It is also clear that even those who complete secondary education seek and will continue to seek enrolment into BTVET institutions for skills training. The demand for employment oriented skills training will therefore continue to rise both in the medium and in the long term. In light of all the above realities, BTVET needs appropriate recognition and support so that it can have a significant impact on poverty eradication within the context of the pro-poor economic growth strategy. There is a BTVET reform strategy, which encompasses among others establishment and operationalising of the UVQF within the context of flexibility, accessibility, attractiveness, affordability, and relevance, both to employers and trainees.

2.4.5 Although Uganda has made great strides in the expansion and development of its BTVET system, there are still concerns over high unit costs, inadequate funding, inadequate infrastructure, as well as limited access and participation. The implication of this is that the majority of the population cannot meaningfully participate in the national development activities and in the labour market due to lack of training and marketable skills.

2.4.6 BTVET also still lacks a comprehensive tutor training and management system which contributes to the chronic shortage of qualified instructors necessitating use of untrained tutors causing low rates of enrolment per institution (average 38:1). This situation reinforces social perception of BTVET as a non viable area and hence affects the overall performance of its graduates in the job market.

2.4.7 In addition the amorphous structure of non-formal BTVET renders coordination and management difficult thereby causing transactional costs within the sub-sector to be too high. This has implications for efficiency and cost effectiveness of the sub-sector.

2.4.8 The MoES has developed a policy on Information and Communication Technology (ICT) for schools and institutions and one of the critical tasks of BTVET institutions is to adopt ICT related activities in line with the new policy.

2.5 Higher Education

2.5.1 Access to higher education has been boosted through liberalization of higher education and continued government sponsorships in public universities. Total student enrolment in higher education increased by 43% from 108,295 in 2004 to 155,082 in 2008⁵ Universities continued to enroll the majority of the post secondary students taking a 57% share. BY 2006, the five Public universities enrolled 60.4% (56,005) while the private ones absorbed 39.6% (36,600) of the total University registrations. Government sponsorship of needy candidates is provided under a quota system that enables students to enroll at Public Universities.

2.5.2 University education has attracted the majority of enrolment than other registered tertiary institutions (67.5% university enrolment against 32.5% for other tertiary institution 2006). This trend shows the importance attached to university education by parents, students and communities. Despite the increased enrolment for university education, student enrolment in science and technology at both private and public universities stands at less than 27% (2006), which is below the minimum required 40% registration in science and technology considered as a threshold for a country to be able to participate in the global knowledge based economy.

2.5.3 The sub-sector has also developed a Costed Strategic Plan for Higher Education. Public funding to higher education has been declining overtime with the tertiary sub-sector now taking around a 12% share of the total government education budget. Funding has not kept pace with enrolment which increases at around 10% per year. The result is increased pressure on the existing facilities in public universities resulting into poor quality of service delivery. As a result of this under funding universities charge fees to private students to close the existing funding gap but even then the generated funds have caused little impact because the unit cost is very high considering the fact that academic research and science based programs are capital based requiring big investments in facilities.

2.5.4 Quality Assurance Units have been established through the National Council for Higher Education (NCHE). These set and enforce minimum basic academic standards for programmes at all public universities.

2.5.5 In order to achieve sound economic development, it is critical for Government to invest in infrastructure development and facilities that would promote learning and research.

2.5.6 **Teachers and Teacher Education.** Government recognises the importance of teachers as the backbone of Education. Teachers in Uganda are trained in Primary Teachers' Colleges (PTCs), National Teachers' Colleges (NTCs) and Universities and this is complemented by continuous teacher development programs that are run for

⁵ ESAPR 2008/09 P.39

primary and secondary teachers. In addition, the review of the Primary Teacher Education Certificate curriculum is ongoing to align it with the primary Thematic Curriculum and other emerging concerns in the sector. Equally, the revised upper primary curriculum will require both pre and in-service training programs to equip teachers with effective delivery in the classroom. The reformed curriculum emphasizes pedagogy among other themes to enhance teacher competencies. The new PTE Certificate Curriculum will also respond adequately to the key cross-cutting issues that include among others HIV/AIDS, gender, special needs education and psycho-social education.

2.5.7 Though there has been an increase in the number of teachers graduating from colleges and universities, this is still short of the required numbers especially for science based subjects. There is a need to develop incentives to attract not only better candidates for teacher training, particularly in key areas of maths and science, but also greater numbers to meet increasing demand. In addition, teacher training colleges lack adequate instructional materials, infrastructure and facilities in-terms of laboratories, library and ICT facilities. However, Government through the Teacher Education Department continues to implement the policy of 100% government sponsorship for students joining Primary Teachers Colleges and 80% government sponsorship for students joining National Teachers Colleges. Induction of in-service teachers on the new primary curriculum is ongoing but still needs to be complemented by intensive school based support programmes for quality delivery.

2.5.8 In preparing this Updated ESSP, a study of Uganda's Pre-Primary and Primary Teacher Development was undertaken in 2010. The study recognized the successes of a number of interventions to improve teacher training and competences, including the Probation Curriculum for New Teachers, the Continuous Professional Development Programs as well as Head Teacher and Special Needs Teacher training. Recent achievements include the revision of the PTC curriculum, a substantial reduction in the pool of untrained teachers through the In-service Teacher Training programmes, introducing the CPTs for Head Teachers, producing and disseminating HIV/AIDS training materials and implementing the C-TEP programme to enhance the skills of PTC tutors. A new probation curriculum for newly trained teachers is being introduced.

2.5.9 The study also highlighted areas for continued strengthening including increasing the number of ECD trained personnel, ensuring adequate staffing levels at PTCs, reforming the PTC curriculum and providing incentives for better qualified students to train as teachers.

2.5.10 The Scheme of Service for teaching personnel in the Education Service is also being implemented as a human resource framework for career progression and development for teachers. It has been designed to address some of the issues that have made the profession increasingly unattractive and to make teaching the profession of choice for bright students.

2.5.11 The Government has introduced a new teacher formula for primary education, moving away from a simple PTR based formula to a Class based formula which will ensure every class is allocated a teacher up to a maximum class size of 53 pupils, after which an additional teacher is allocated for every further 53 pupils. Headteachers will now be considered as additional to the teaching staff. Non Formal Education Centres

will be allocated two teachers. This policy is being introduced from 2010/11. Analysis undertaken in preparation for the Updated ESSP points to a significant increase in the number of teachers required, with a corresponding demand on the recurrent budget.

2.6 Sports and Physical Education

The role of Sports in the development of a society in general and an individual in particular cannot be disputed. The National Physical Education and Sports Policy was enacted in 2004 as a deliberate, integrated and systematically articulated plan with lines of action for the promotion of Physical Education and Sports in Uganda. The MoES expects all stakeholders to understand and play their roles for the promotion of sports. In addition, the Ministry's department for sports has undergone restructuring to enhance its capacity to deliver its functions in the sports sub sector. Guidelines to support procurement of physical education and sports equipment have also been adopted.

2.7 Gender in Education

2.7.1 Promoting Gender equity in education is an overarching principle that cuts across all areas of educational services. National Strategy for Girls' Education in Uganda (2000) aimed at eradicating barriers that keep girls from education and it endorsed the importance of girls' education under the previous ESIP. The Gender in Education Sector Policy was introduced in 2009 and it enforces the Ministry's agenda on gender equity under the ESSP. Now "gender mainstreaming no longer an option but mandatory".

2.7.2 Despite the increased enrolment of girls in primary education under the UPE, they fall behind the boys in completion of primary education as well as in educational achievements in the PLE examinations. In addition, fewer girls than boys sit the exams. The situation among the disabled girls is worse in enrolment and completion of the primary education. In secondary education approximately 45% are females and out of them 86% sit the end of term exams. According to the EMIS data, 39% of the primary teachers are female with the considerable geographical variation in proportion of female teachers. For example in the Central region 51% of the teachers are female, while in the Northern region only 25% are female.

2.7.3 The Ministry has taken several actions to improve the situation. The barriers to girls' education were mapped under the first national strategy paper and actions plan prepared to promote the education of the girl-child with the support from various development partners (donors, INGOS, NGOs, civil society organizations etc). ESIP made progress in closing the gender gap in enrollment in primary education. Challenges still remained in completion and learning achievement rates of girls and also transition to the higher levels of education.

2.8 HIV and AIDS

2.8.1 Uganda has made commendable progress in the fight against the pandemic since its onset in the 1980s. The government together with the donors and other stakeholders took determined action to reduce the spread of infection, protect the human and social rights of those affected and infected, and mitigate the impacts of the pandemic on Ugandan society and economy. At the height of the pandemic in the late 1980's data indicated an average of 15% prevalence and in some communities it had

reached 30%. The prevalence rate since has decreased to the level of 6.4%, with women at higher prevalence (7.3%) than men (5.2%) in the national sero-survey of 2006. According to the sero-survey the number of AIDS orphans was 1 million accounting for 50% of all orphans.

2.8.2 The study on Assessment of the Impact of the HIV/AIDS on the education sector In Uganda (2008) revealed that teacher morbidity due to AIDS was high at primary level (average 15% and female 18%) being the dominant cause of teacher morbidity rates (50%). At secondary level the morbidity rates were 8% average with 10% females. The study estimated that over 10 000 primary teachers and 5000 secondary teachers were HIV positive. HIV has contributed also largely to teacher absenteeism.

2.8.3 Even though the trend in HIV has been declining since 80's the situation is not yet good. Access to free Anti Retro-Viral (ARV) medication has mitigated the negative impacts of HIV on the lives of those who are positive. Despite progress there remains a real need to continue advocacy and prevention campaigns to offset complacency and concern that sero-prevalence rates are rising again.

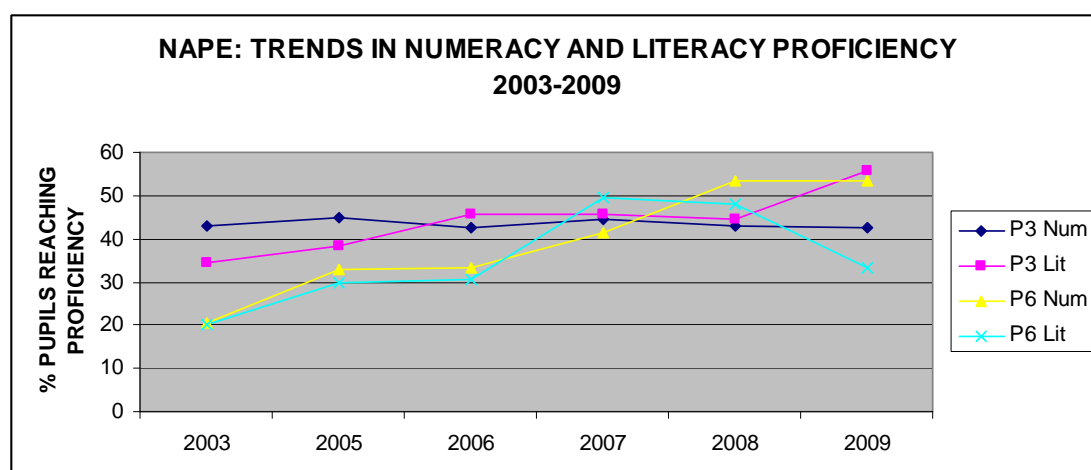
3. The National Development Plan 2010/11 – 2014/15 and the Objectives of Updated ESSP 2010-2015

3.1 Issues and challenges of the sector

3.1.1 The NDP identifies seven binding constraints that impact Uganda's development. Each of these apply to and impact upon the education sector. Critical among these are the constraints of weak public sector management and administration, inadequate funding and inadequate human resources, with education cited as a sector with low service delivery standards, inadequate infrastructure and gender attitudes and practices that continue to discriminate against women. The Updated ESSP 2010-2015 continues the reforms set out in 2003 and revised in 2007 whilst adapting to new policy and priorities, and incorporates within the strategies outlined in the next section actions for change that will address these constraints.

3.1.2 The education sector has received large financial investments over the past decade particularly at the primary level. Launching the UPE initiative in 1997 tripled the enrolments in primary education. The ESIP 1998-2003 introduced a broad policy framework within a SWAp with the purpose of strengthening the national agenda in education. Under the SWAp, the education sector was viewed holistically and donors and other development partners were invited to coordinate their support for the sector under one reform programme. Despite the enhanced investments on improving access and quality of the system, the education sector as a whole and primary sub-sector in particular, still faces problems of quality in education. Learning outcomes at primary level remain poor; though have registered some improvement in recent years. Around half of P6 pupils fail to achieve proficiency in literacy and numeracy as indicated by annual NAPE studies in literacy and numeracy summarized in the figure below (see Annex 2 for fuller details) and also PLE examination results.

Figure 3.1: Trends in Numeracy and Literacy 2003-2009



3.1.3 Many factors have been identified as causes of the low quality in primary education. These are summarized below:

- a) High level of absenteeism of head teachers, teachers and pupils;
- b) Weak school level supervisory and management structures.
- c) Insufficient school inspection and/or low quality of the inspection service,
- d) Lack of accommodation for teachers, particularly in hard-to-reach areas;
- e) Non-functional SMCs and low level of community interest/involvement in school activities;
- f) Inadequate availability of teaching/learning materials in schools;
- g) Large class sizes in lower grades (P1-3) often due to enrollment of underage and overage children and high repetition rates, and poor deployment practices in schools that favour the upper years over to the lower ones
- h) Difficulties in deployment of teachers in disadvantaged areas;
- i) Lack of midday meals for pupils;
- j) Misuse of UPE grants.

3.1.4 The report of *The Efficiency of Public Education in Uganda (2008)* commissioned as part of the process of updating the ESSP found the internal efficiency of primary education to be low, with an estimated one-third of expenditure either wasted or used inefficiently. The key underlying causes were identified as leakage of resources, in the form of ghost teachers, misuse of grants and teacher absenteeism, as well as poor allocation of teachers both to schools and within schools. Furthermore, the study on *Pre-Primary and Primary Teacher Development (2010)* highlighted weaknesses in teacher training and the failure to recruit trainees of adequate academic ability. The Updated ESSP and the respective sub-sector action plans respond to the growing imperative of improving the capacity and performance of teachers as a key driver of improving learner achievement. These new imperatives now need to be clearly articulated in revised sub-sector action plans and taken forward into departmental annual work plans.

3.1.5 The poor levels of internal efficiency, coupled with increased competition between sub-sectors for resources to deliver on policy commitments to expand access and improve quality pose significant challenges to the sector. Thus achievement of objectives will to a large extent be dependent on improving efficiency: in particular

- a) Strengthening the reliability and use of education data, particularly with regard to enrolment, admissions, progression and completion.
- b) Reducing repetition to reduce overcrowding, particularly in the early primary years
- c) Better controlling the intake into P1 as per the policy enrolling at age 6
- d) Reducing teacher, headteacher and pupil absenteeism
- e) Making optimal use of financial and material resources, particularly capitation grants and books

3.1.6 The Updated ESSP aims at addressing these issues with the priority on primary and secondary education, focusing on enhancement of the quality of education. The Ministry will emphasise an integrated approach that puts the learner at the center of attention. Actions are geared towards increased equity of learning outcomes and

completion rates and parity of the achievements among boys and girls as well as enhancement of the enrolment and learning outcomes of the disadvantaged groups in the society. Emphasis continues to be placed on under-served areas and groups, with a continuing drive to improve girls' education through implementation of the GESP, approved in 2009.

3.2 The broad policy objectives of the Updated ESSP 2010-2015 include:

Overall objective: Achieve UPE and USE by the year 2015 and enhance equitable access at tertiary level

Specific objectives:

- a) Increase and improve equitable access and completion rate in primary education and secondary education and ensure gender equity;
- b) Improve the quality and relevance of primary and secondary education;
- c) Enhance equitable access to BTVET and tertiary education
- d) Improve the relevance and quality of BTEVET and tertiary education
- e) Improve the effectiveness and efficiency in delivery of education services at all levels by increasing the capacity to plan, manage and monitor for better the performance.primary education
- f) Improve access and quality of education at post-primary level;
- g) Enhance equitable access at higher/tertiary education; and
- h) Enhance the capacity to plan, manage and monitor the performance of education sector as a whole.**

3.2.1 The policy objectives are broad and fully support the NDP, MDG and EFA goals, the national goals and the Ministry's mission. This is because the provision of education is a systemic challenge, and all aspects of the system must function interactively. The system must provide access at the primary level for all children and at post-primary levels for qualified students; it must provide quality instructional programs. Providing access and quality depends upon an efficient use of the limited resources. Thus, the objectives of the Updated ESSP, as was the case for the Revised ESSP, are broad and comprehensive.

3.2.2 Objectives are presented below for each sub-sector of education, as well as for overall sector efficiency and effectiveness and for the cross cutting issues of gender and HIV and AIDS. They provide a broad and comprehensive direction for education sector development. The strategies and costing framework follow in the subsequent sections.

3.3 Objectives for primary education

3.3.1 Uganda's development as a nation with a strong government and a vibrant economy depends upon the eradication of poverty; the transformation of a subsistence-based agricultural economy into modern agricultural, industrial, integrated and self-sustaining national economy; elimination of HIV/AIDS and other deadly diseases; and the cessation of internal hostilities. The education of children and youth is an essential

contribution to these goals. Thus, the goal of the ESSP is to build an education system that contributes to Uganda's national development goals in the context of globalization.

Objective 1: Increase equitable access to, improve progression and enhance completion of primary education

3.3.2 The ESSP supports the continuation of UPE, so that all Ugandan children will have an opportunity to enter and complete primary school without paying fees. This will entail expansion of the basic education system, including complementary programs for disadvantaged children and youth, those in poor, dispersed and remote communities as well as those in conflict areas, as well as children with physical or mental disabilities. During the Plan period, MoES will take necessary steps to enact a law declaring primary education free and compulsory.

3.3.3 The first cohort that entered school under the UPE policy completed the primary level in 2003. But high rates of attrition at each grade mean that only around half of those who entered successfully complete primary school. A Ministry study of the UPE cohort shows high attrition rates: of the 2.1 million pupils who enrolled in 1997, 1.3 million progressed to the next year; the cohort then reduced to 1.1 million, 0.96 million, 0.83 million, 0.7 million, in subsequent years and was only around a quarter of its original size (0.48 million) in 2003. A simple comparison of the size of P1 and the size of P7 in any given year indicates that the system is not working efficiently, and there is an urgent need to improve progression, reduce drop out and avoid repetition.

3.3.4 Over past years, the Gross Admission Rate (GAR)⁶ has varied around 160%-170%, a level considered as much too high. Admissions are overestimated for a number of reasons, including inaccurate recording of new entrants and repeaters in P1, confusion between enrolments and attendance, schools' vested interest in keeping P1 enrolments high, etc. The ESAPR 2009 notes that future admissions must be closely monitored by MOES and reflect a gradual return to admissions close to the number of 6-year old in the population. Priority will therefore be given to promoting the policy of enrolment at age six.

Objective 2: Improve the quality and relevance of primary education, ensuring pupils master basic numeracy and literacy.

3.3.5 It is not enough that children enrol in school. Uganda needs citizens who can actively participate in their communities, families that care for the health and welfare of their members and communities; and a workforce comprised of competent professionals, technicians, and labourers who can modernize the economy in the context of self-sustainability, domestic integration, independence and globalization.

3.3.6 Improvements to the quality of education can be expected to positively influence enrolment. Children who are regularly and well taught will learn more and faster, they will be less prone to drop out and less likely to repeat.

⁶ Also called the Apparent Intake Rate (AIR) by the UIS

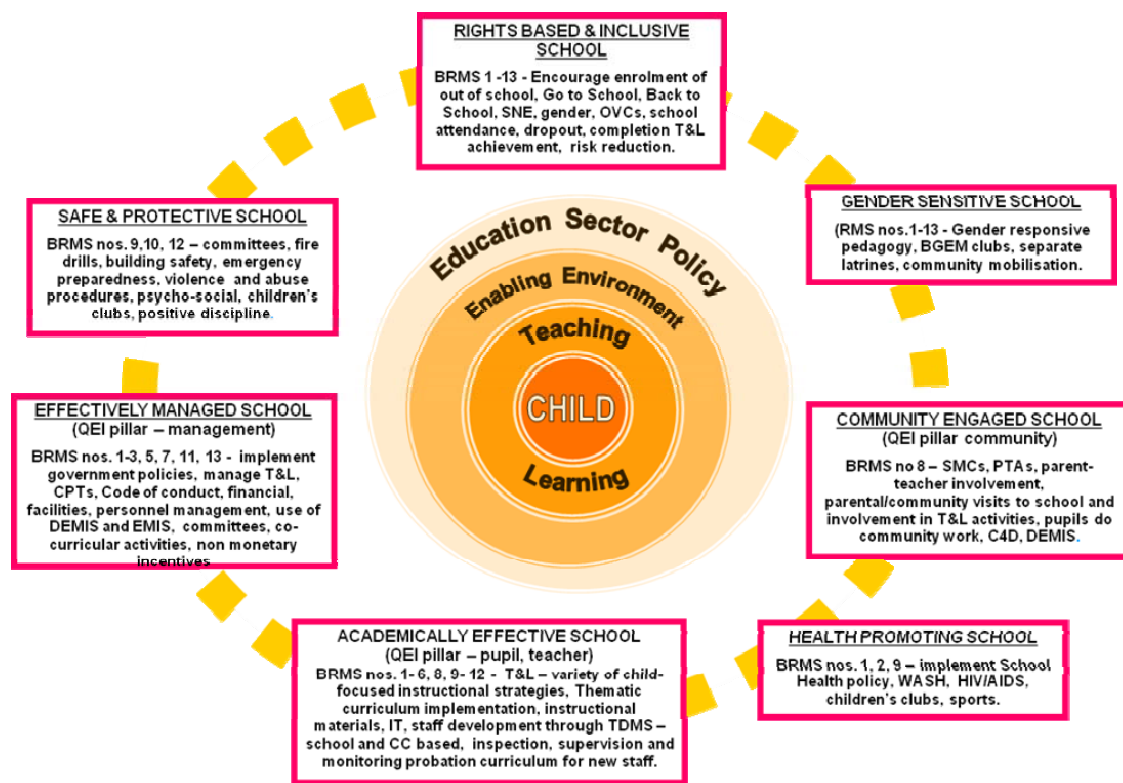
3.3.7 Literacy (reading and writing) and numeracy (arithmetic and practical mathematics) are essential not only to participation in the modern workforce but also to safe and healthy lives in a modernizing society. In order to rise above existence at the subsistence level, a person will need to understand the symbolic basis of written language and arithmetic. Ensuring that no pupil completes primary school without these competencies will require devoting much more instructional time per week to language and mathematics instruction as well as better articulation of the curriculum with instructional materials and teaching methods.

3.3.8 The new Thematic Curriculum is being introduced in the lower primary years. Attention will focus on its effective implementation. In addition to sound teacher orientation and training and ensuring adequate instructional materials, the deployment of teachers within schools will give greater priority to the first three years, ensuring that PTRs are reduced. The new teacher formula will facilitate this, and class sizes will be kept to the stated maximum of 53 learners per class.

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3.3.10 Basic Requirements Minimum Standards (BRMS) were revised in 2009 and will become the basis for school improvement and school monitoring from 2010. The BRMS capture all key quality education areas. A baseline survey is being undertaken in 2010 and teacher, headteacher, CCT and other key stakeholder training will be delivered through the Teacher Development Management System (TDMS) centring on the PTCs and Coordinating Centres in collaboration with the DES.

Figure 3.2. DES/MoES Basic Requirements Minimum Standards



3.3.11 Uganda has developed a sound system of monitoring pupil achievement through the NAPE tests administered annually. This provides an important indicator of the “productivity” of the system in terms of basic levels of competence in numeracy and literacy. The trend of the recent assessments of pupils’ achievement published by NAPE show improvements in P3 and P6 learning achievements (see Table 3.1 below). Annual summaries of assessment results are provided in Annex 2.

Table 3.1: Percentage of learners in P3 and P6 with proficiency in Numeracy and Literacy 2003-2009

	2003	2005	2006	2007	2008	2009
P3 num	42.9	44.9	42.5	44.7		
P3 lit	0	23.4	0	34.6	43.4	55.9
P6 num	20.5	33	30.6	41.4	53.5	53.4
P6 lit	20	30	33.5	49.6	47.9	48.1

Source: NAPE reports.

3.3.12 There is a need to better use the results of the NAPE to inform teaching and learning practice: no change can be brought about by simply measuring performance, there needs to be appropriate responses in a number of areas including teacher training, curriculum development and materials design to bring about change.

3.4 Objectives for Secondary Education

3.4.1 The weak performance in primary education is also reflected at the post-primary level of education where only a minority of the students are achieving what is expected; too many are leaving school without the knowledge and skills they need to participate as citizens and productive workers.

3.4.2 Increased enrolment in primary education increases demand for secondary education. Despite recent increases in enrolment, with total enrolment doubling from just over 0.5 million in 2000 to over one million in 2008, net enrolment in secondary education remains at 23.5%. (EMIS 2008), 21.9% for girls and 25.5% for boys. The policy of USE by 2015 poses challenges of both access and quality, and has to be achieved within the resources available, making the efficiency of their use of critical importance. Recent data from NAPE (2009) for S2 students show that 58.8% of students show proficiency in Maths, 66.1% are proficient in English and 36.3% are proficient in Biology

3.4.3 As currently structured, the post-primary system cannot accommodate all the P7 completers who wish to continue their education. MoES is looking to establish a more coherent post-primary education structure – the Uganda Post Primary Education and Training (UPPET) Plan that better links General Secondary Education to BTVET. UPPET calls for restructuring the post-primary system to give more participants competencies for the workforce and further education. The anticipated transition rate from P7 to S1 from the current 45% to 90% will be gradual, and it will take into account the larger cohorts of the “UPE bulge,” the first of which entered S1 in 2004. About 50% of those who complete S4 are expected to make the transition to S5; much of the remaining 50% will enter the labour market or enrol in BTVET courses.

Objective 1: Increase equitable access to a coherent secondary education system.

3.4.4 The transition rate between the last year of primary school (P7) and the first year of secondary (S1) is expected to reach 90% over the timeframe of the ESSP. The rate of transition from S4 to S5 is expected to rise to about 50% from 45% (2008). S5 and S6 will be preparatory for entrance into universities and other tertiary-level institutes. Many of those students who do not go on to S5 will pursue take one or more BTVET courses, either immediately after S4 or at some time after they have entered the workforce. The transition rate from S6 to tertiary education is anticipated to be about 90% from the current 70%.

Objective 2: Improve the quality and relevance of secondary education so students are prepared to enter the workforce and higher education.

3.4.5 The modern workforce, which Uganda will require in important industrial and agricultural sectors, will need a different set of competencies than those being taught today. To succeed in the workplace, young people will require the ability to follow written directions that assume an understanding of abstract concepts. They will need to go beyond the basics of reading, writing, mathematics, and problem solving, and many will need the ability to use computers at a basic level. Enterprises in every sector, including modern agriculture, industry, and the public sector, will require employees who know

how to solve problems using rigorous methods of problem identification, hypothesis formulation, data collection and analysis, and reporting. Factory jobs and work in agriculture-based enterprises will demand the ability to reason beyond repetition of mechanical operations, to make decisions about treatments under varying conditions, to understand a business plan, to communicate clearly in writing, to read complex instructions, and other such tasks. Every person should be able to think critically - to make informed and competent judgments about what others assert and about his or her own choices - and to clearly communicate information and opinions.

3.4.6 Over the term of the plan, the Ministry will move toward a four-year program (S1-S4) for all participants at the Secondary level that emphasizes competencies for further education and the world of work. This is a deliberate move by the sector towards creating a firm basis for acquisition of productive and employable knowledge and skills that the country needs for creating a modern, self-sustaining, independent and integrated national economy.

3.4.7 This shift will necessitate a revision of the general secondary curriculum, away from strictly academic learning objectives that are thought to prepare students for erudite higher education and toward a set of competencies that serve both those who continue their education after S4 and those who choose to enter the world of work

3.5 Business, Technical, Vocational and Training (BTJET)

3.5.1 The BTJET Policy (2003) sets out a vision for the sub-sector that builds a system integrated with the world of work, with shared responsibility for design, delivery and financing of programmes, where there is equitable access and programmes that focus on training for self-employment, technological change and skills for productivity.

3.5.2 The demand for skills in Uganda is growing rapidly. Numerous challenges are identified including poor infrastructure, lower public perceptions of technical and vocational education as opposed to secondary, shortages of competent tutors and trainers, high unit costs, lack of opportunity and a diverse and uncoordinated curriculum.

Objective 1: Increase access and equity of BTJET

3.5.3 Under NDP BTJET enrolment is expected to rise to account for 30% of post primary enrolment. Enrolment will continue to be shared between public and private providers, with the latter continuing to be the major provider. Under the Updated ESSP participation in BTJET is expected to almost double from the current (2009) 151,000 to an estimated 289,000 by 2015.

Objective 2: Improve the quality and relevance of BTJET

3.5.4 The BTJET system will be based around the UVQF. Learners will take courses from within this framework to acquire skills relevant to specific occupations. These courses will be aligned with the human resource requirements of all sectors and the demands of the labour market. The system will offer opportunities for retraining to match the changing demands in key sectors including agriculture, industry and commerce.

3.6 Higher Education

3.6.1 The NCHE and the MoES developed the Strategic Plan for Higher Education 2003-2105. The goal is to provide a “diversified, integrated and flexible higher education sector capable of managing the required curricula changes”.

3.6.2 Due to increased emphasis on primary and post primary education, higher education is continuing to face major challenges particularly with the level of subventions from government. Most public universities are characterised by over-crowded lecture rooms, dilapidated and old infrastructure and meagre facilities resulting in an inability to attract the best academic and administrative staff.

3.6.3 Currently an estimated 180,000 students are registered in Higher Education. In 2003 only 2.7% of Uganda's youth between the ages of 19 and 25 were enrolled in higher education institutes, yet demand for access to this level of the system exceeds what is provided.⁷ While this rate has now increased to almost 5% (NDP) is expected to grow over the coming decade, access to higher education will remain limited to around 15% of the age relevant population, resulting in insufficient Ugandans holding higher education credentials. Public investment in higher education should be returned to society in the form of productive participation in private enterprises and public service. Under NDP public funding of universities will be raised from 0.30% of GDP as at present to 1% of GDP to align with neighbours Kenya and Tanzania.

Objective 1: Increase equitable access to Higher Education

3.6.4 The higher education sub-sector should be prepared to receive the graduates of UPE and USE. During the period 2010-2015 enrolment in Higher Education will increase by over 50%. Attention will be paid to both public and private institutions. There will be a focus to increase student enrolment in science and technology courses, currently (2006) at 27% of total enrolment.

Objective 2: Improve the quality and relevance of Higher Education

3.6.5 The major thrust under the NDP is to reform the higher education curriculum to raise and sustain the quality of higher education and to make it more relevant and responsive to local, national and regional needs and aspirations. The plan envisages a broad-based higher education curriculum that will attempt to balance the humanities and social sciences with science and technology-based subjects, mathematics and applied science. The current higher education curriculum suffers from premature specialization and rigidity and is too theoretical and exam-driven. Course content will therefore become more practical, relevant and realistic.

3.7 Objectives at the sector-wide level Education sector efficiency and effectiveness

3.7.1 The annual performance reviews of the Education Sector and recent tracking studies on the flow of and utilisation of available resources reveal considerable

⁷ Draft Strategic Plan for Higher Education, November 2003.

inefficiencies and wastage in the education system. This is of major concern if the Ministry's financial resources are to meet the access and quality-related objectives.

3.7.2 In the past nine years, the Ministry has made notable progress in decentralizing primary education service delivery but much remains to be done before districts become effective managers of education. In particular there is a need to strengthen capacity to better manage financial, physical and human resources, to more effectively monitor the education system and to focus on priority areas that can bring about the greatest change.

3.7.3 The Ministry has in place a series of policies and programs to improve the quality of services. It has also built the capacity of its planning and operations staff to set targets, adopt strategies, and implement interventions that move toward achieving objectives, but there remains room for improvement in ensuring better implementation.

3.7.4 The Ministry has taken significant steps to decentralize primary education since 1995 and performance varies across districts depending on capacity. ESSP supports a concerted effort to fully decentralize these services. At district level teachers are recruited, school funds (capitation grants, school facility grant) are disbursed and managed. Inspection of schools is also undertaken at district level. The Ministry has strengthened the inspection system through establishment of the Directorate of Education Standards (DES) that provides a framework and guidelines for district based inspectors. Head teacher training in management, and introduction of CPTs for the Head Teachers and Deputy Head Teachers are aimed at improving the efficiency at school level. In addition, SMCs and Boards of Governors are required to be established in all government funded schools. SMCs will appoint several sub-committees of which the School Staff Finance Committee is crucial and tasked to draw up annual development plans and budgets, and to oversee and report on budget execution at the school levels.

3.7.5 As a consequence of the insufficient attention devoted to Secondary education in recent years, resource allocation has become inefficient, especially in the light of access and equity objectives. As the Secondary sub-system moves from a small number of elite schools to a large number of schools providing mass education, the Ministry must take measures to reduce the per-student cost of Secondary education. Government will improve the management of instructional programmes, staff and other resources in order to make schools become more accountable to their communities. The Plan will improve and enhance the operational capacity of the technical and administrative staff at the centre, district, and school level.

Objective 1: Improve the reliability and use of data and information

3.7.6 Reliable data is the basis for effective planning, resource allocation and monitoring of the sector. Stricter controls of the school census (EMIS) need to be introduced along with systematic training of staff involved in data collection, processing and dissemination. This will enable greater efficiency to be achieved in the deployment and management of teachers, in the utilisation of grants and the use and distribution of other resources.

3.7.7 Greater attention to the results of research, sector studies and analysis needs to be made to inform strategies and actions to better delivery on policy objectives.

Objective 2: Improve quality assurance and accountability

3.7.8 The Updated ESSP calls for a coherent system of standards and performance monitoring, centred around the Quality Enhancement Initiative (QEI) that started in February 2008. The programme is implemented in 12 poorly performing districts. The baseline study was commissioned to the Makerere University and the report submitted in August 2009. Review of the progress in QEI in the poorly performing districts is undertaken as part of the annual Education Sector and Sports Annual Performance process. Specific QEI indicators have been designed for the performance monitoring that also forms part of the Joint Assessment Framework (JAF) indicators.

3.7.9 The EPD commissions Policy Tracking Studies for the purpose of monitoring the implementation of specific sub-sectoral and/or thematic policies and assess progress. Three such studies have been undertaken by 2009, namely *Policy Tracking and Analysis for Automatic Promotion, Thematic Curriculum and the local Language Policy (June 2008)* and *Tracking the Implemented Policies of Placing Books in the hands of the Pupils and the Early Childhood Development Policy (February 2009)*.

3.7.10 As part of the restructuring the DES was established aiming at strengthening the inspection system throughout the sector. The Framework for School Inspection and the Handbook for School Inspectors (2005) prepared by the previous Education Standards Agency provides the general framework for school inspection.

Objective 3: Strengthen the capacity of educational leadership and management

3.7.11 The MoES and its institutions together with the stakeholders are facing a challenge in achieving the objectives of the ESSP at all levels of the education sector (primary/basic, post-primary and tertiary) and producing the expected results in increased access and quality of the service. Thus, the capacity at all levels to plan, manage and monitor the system needs to be strengthened, with a focus on building institutional strength through systems and processes in addition to conventional training to build skills and competencies.

3.7.12 The Ministry's capacity to plan, implement, and monitor programs has grown significantly in the last nine years since the inception of the SWAp in 1998. As investments begin to include substantial developments at the post-primary (more especially as a result of the introduction of the USE) and tertiary levels, the Ministry's administrative staff will require even more sophisticated planning and management skills, and the system must be adjusted to provide incentives for better management and the time and other resources managers need to do their jobs. With responsibility for service delivery shifting to the district level, centrally based administrators will take leadership roles and delegate routine tasks to district staff.

Objective 4: Formalizing and enhancing public-private partnerships in service delivery and capacity-building

3.7.13 The education system must also interact with other government systems, particularly financial systems, central and local governments, and public service. It depends upon community resources and the collaboration of stakeholders throughout the education sector, particularly families that finance the education of their children, community leaders, providers of private programs, and industry, commerce, and public services that employ graduates of the system. Some Ministry programs, notably BTVET and pre-primary, can benefit considerably from close cooperation with other ministries as well as the private and non-government sectors. The Ministry will continue to develop and work within partnerships with the international community and other agencies that bring external support to education. In basic education international partners will continue to provide support through a range of modalities from budget support, to earmarked funding as well as through project support. The Ministry will continue to develop partnerships with NGOs to help implement special programmes that target poor and vulnerable groups and serve difficult areas.

3.8 Cross cutting issues of HIV/AIDS and Gender

Gender, Reproductive Health and HIV and AIDS are cross cutting issues that remain priorities of MoES under ESSP.

Objective 1: Increase the participation, performance and progress of women and girls in the education system.

3.8.1 As previously stated, despite close to overall gender parity in primary enrolment, gender disparities are quite visible throughout the education sector in Uganda. Alignment with the MDG's EFA Goal 5: "Eliminating Gender disparities in Primary and Secondary Education by 2005 and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality" is the cornerstone in the Ministry's gender policy education.

Objective 2: Reduce the vulnerability of all education personnel and learners to HIV and AIDS

3.8.2 The Ministry will continue with programmes that focus on prevention activities in the education sector focusing on the students and the teaching personnel with determination consistent with the Ministry's National Policy Guidelines on HIV/AIDS (2006). In addition the access to counseling, treatment and care will be promoted. Work on HIV/AIDS will be seen in the broader context of work on life skills and sexual and reproductive health.

3.8.3 Education sector has an uphill task of addressing the high school drop out rates of especially girls as a barrier to their completion of school. The education sector plays a key role in disseminating information as well as influence attitudes and behaviours of young people, shaping their understanding of gender equality and healthy lifestyles. All levels of education represent an opportunity to equip young people with essential life skills including knowledge of gender roles, sexual and reproductive health which can

result in empowerment, healthy life choices, increased gender equality, as well as higher rates of school completion.

3.8.4 The 2009 ESAPR recognised the need to revitalise school health programmes that would create a supportive environment for comprehensive life skills provision for young people to make informed decisions regarding their choices and lifestyles in relationship to sexuality issues. In addition, it also recognised the need to integrate comprehensive life skills and sexuality education into the secondary curriculum review process.

4. Strategies to Reach Objectives

4.1 Discussion of Strategies and Interventions

4.1.1 The broad strategies in the Updated **ESSP 2010-2015** remain the same as those of the Revised **ESSP 2007-2015**; it continues to pursue the goals of increased participation and improved learning achievement established in the original **ESSP 2004-2015**. The Updated ESSP 2010-2015 however introduces additional strategies to address issues of efficiency and effectiveness in response to the new policy reforms. It attempts to more clearly align strategies to objectives with regard to the resource envelope and is focussed on overcoming those underlying constraints that keep it from achieving its objectives. The Updated ESSP prioritises aspects of the system that are both critical and weak.

4.1.2 Success in achieving objectives will be determined by two key overarching principles:

- a) Firstly to prioritise and invest in those actions that will improve internal efficiency, to rationalise enrolments at the primary level by reducing under- and over-aged enrolment, and to improve student flow by reducing repetition and drop out.
- b) Secondly to prioritise and invest in those reforms that offer good impact relative to cost. Many changes can be achieved without major investment. Pursuing the issue of teacher absenteeism, for example, can be expected to be catalytic in raising quality and through that pupil achievement; this in turn can be expected to reduce drop out, improve poor pupil attendance and reduce repetition. Equally, building the capacity of communities to engage more meaningfully in the school process can be expected to improve accountability. These are low cost , high-value actions.

4.1.3 At the **primary education** level, the Sector will continue to implement a number of strategies introduced under the Revised ESSP including to address the emerging issues that prompted the re-costing which include the implementation of the Thematic Curriculum countrywide, with the training teachers and head teachers for its implementation. Critical to the achievement of objectives is the need to improve the internal efficiency of primary education by reducing the high repetition rates that contribute to a Gross Admission Rate currently at 166%. Improvements to education quality, including reduced teacher absence and improved teaching will contribute to reducing repetition and drop out. Thus the thrust to improve quality is expected to generate efficiencies that will in turn free up resources to invest in the development of both the primary sub-sector and elsewhere. One strategic objective of UPE is a concerted effort to enhance the delivery of education services in disadvantaged areas of the country and increase access for the disadvantaged children including disabled children, orphans, children in conflict areas, ethnic minorities and school dropouts.

4.1.4 At the **secondary education** level, Government will maximize access by aiming at USE, improving equity and protecting quality with improved management and efficiency through: (i) the projected resource allocation for secondary expansion; (ii) introduction of the eighteen subject curriculum revised from the current 42 subject curriculum with a menu of ten subjects at the school level; (iii) reform of teacher

deployment and utilization practices, (iv) introduction of double-shift teaching in over enrolled schools⁸ (v) planning for an accelerated program of low-cost classroom construction; (vi) plans for the provision of an initial stock of textbooks and instructional materials⁹, (vii) provision of support for USE students in non-government schools, (ix) completion of incomplete permanent structures, (x) rehabilitation of existing facilities, and (xi) construction of new facilities in NTCs. The critical challenge is to be able to increase both access and quality within the resources available.

4.1.5 **BTVET** will continue to expand to offer places to primary leavers, with an enrolment target of 30% of total post primary enrolment. This expansion will be accompanied by reforms to the curriculum bringing courses into line with the reality of the world of work and Uganda's development needs. This will involve the expansion of BTVET facilities in both public and private institutions.

4.1.6 Under **tertiary education**, reforms are being undertaken to address funding of tertiary institutions from input based to capitation grants. Proposals to enhance support lines of credit to both public and private institutions to ensure they have adequate funding to support expansion are being drafted. Government will eliminate full-funding of government sponsored students and replace it with student loans as to benefit financially needy students.

4.1.7 **Education sector efficiency and effectiveness.** The substantial part of this section deals with strategies and interventions relating to improving the overall effectiveness and efficiency of the sector. A comprehensive range of initiatives to build capacity and promote accountability are presented.

4.1.8 **Cross cutting strategies for Gender and HIV/AIDS.** As a cross-cutting measure, the Ministry will accelerate the education sector response to HIV/AIDS at all levels of education. This will involve incorporating sector specific interventions aimed at increasing HIV prevention and promoting mitigation measures into the ESSP. Alignment with the National HIV/AIDS Strategy and strengthening of the PIASCY will also be undertaken. Efforts to improve gender equality across the sector follow the new GESP 2009.

4.1 4.2 Strategies at the primary level

Objective 1: Increase equitable access to, improve progression and enhance completion of primary education

(a) Support programs targeted to disadvantaged children and youth

- I. The Ministry is faced with a challenge of reaching disadvantaged communities with primary school services. There are many such communities, each with particular needs. They include dispersed

⁸ Over enrolled schools are those with stream size of more than 60 students

⁹ Stocks of textbooks will be built in the initial years of the plan as capital expenditure in both government and private schools participating in the USE program.

communities, poor rural and poor urban communities. NGOs have helped reach these communities with special projects. Although disadvantaged communities should continue to benefit from the special attention of these NGOs, the Ministry will: (i) provide some resources to them through its normal channels, (ii) draft and implement a costed plan for extending government funding for salaries to cover these programs in the districts and making corresponding wage adjustments in the periodic MTBF, (iii) develop training modules for these instructors (of Non Formal Education – NFE) and train them, (iv) deploy trained NFE instructors, regularize them, formalize salary payment through accessing Government payroll, and (v) provide more resources to train and recruit Special Needs education (SNE) teachers.

- II. The Ministry is considering budgeting annually for a fund used to supply matching grants to NGOs that deliver services to disadvantaged groups. The Ministry will organize support to the NGOs working in conflict areas, where war has raged for many years, and the effects of conflicts on communities had included disruption of education services and school-age children left displaced and traumatized by events. The Updated ESSP will extend Ministry resources to programs serving conflict areas, as well as providing its own resources, including guidance and counselling, for children who need it. The Ministry will aim to provide hardship allowances and accommodation to those teachers who are working in conflict areas.

(b) Strengthen education for children with special needs

- I. The Basic Education Policy for Educationally Disadvantaged Children (2006) will be complemented by a new and costed policy on special and inclusive education for formal and non-formal education the development of which will start in 2010. The purpose of the upcoming policy will be moving from the medical (diagnostic) approach towards an inclusive approach. Sensitising schools and teachers for identifying children with barriers to learning (e.g. children in conflict areas, pastoral areas, orphans, drop-outs, disabled) will be the focus of the new policy.
- II. During the Plan period the Ministry's strategy for the enhancement of the provision of quality educational services for the SNE children in mainstream education will have the following components: (1) professional development of teachers through pre-service and in-service training in inclusive education methodology, guidance and counselling, identification and functional assessment of children with learning barriers and specific skills (e.g. Braille, Sign language); (2) adaptation of curricula to meet the needs of all children with barriers to learning; (3) provision of relevant educational material and equipment to facilitate the learning; (4) adapting the existing HIV/AIDS materials for various types of disabilities (e.g. Braille); (5) offering specialised counselling on HIV/AIDS for children with learning barriers; and (6) enhancing community engagement through awareness and advocacy targeted to parents, and stakeholders in SNE.

- III. Cooperation will be strengthened with the community health and social workers. The out-reach arm of the PTCs through the Centre Coordinating Tutors (CCTs) will be responsible for developing and providing capacity-building programmes to schools through established cluster arrangements. Monitoring of SNE will be strengthened using the existing EMIS data on disabilities and adding new indicators on barriers to learning. The Ministry will work in collaboration with the stakeholders (donors, unions of disabled and NGOs providing SNE) in improving the quality and access for SNE.

(c) Lower costs to families

- I. Government dramatically lowered the cost of primary education to many families with the introduction of UPE and USE. The Ministry will continue to help schools cover their costs through capitation grants. In allocating these grants, it will take into account the differences among schools in the populations they serve (children of poor families come to school with fewer intellectual, social, and economic resources and require more attention).
- II. The Ministry is also aware of the need to provide a nutritious meal for the children from poor families. The negative effect of malnutrition on children's learning ability is widely known. During the ESSP the Ministry will study various options to remedy the situation at least among the poorest children. In some African countries (e.g. Zambia, Swaziland) primary school curriculum includes growing vegetables as part of the curriculum and the products are partly used for feeding children and partly selling out to use the income for additional food. This is however dependent on availability of land for the schools.

(d) Lower social-cultural barriers to girls' attendance

There is nearly an equitable balance between girls and boys enrolled in primary school, though aggregate statistics might mask inequities in particular districts, schools and class. The Ministry will continue to (i) lower social-cultural barriers to girls' attendance by supporting initiatives in this area and deploying women teachers to rural schools, and (ii) support initiatives to increase girls' participation and disseminate lessons learned from these projects throughout the system, (iii) enhance awareness of parents in the importance of girls' education through information/communication campaigns, e.g. using local radio stations. Gender equality in learning environment and achievement will be ensured through sensitising community leaders, SMCs, school managers and teachers on gender responsive approaches that not only focus on attendance but also on barriers to learning for the girl-child. Gender-specific monitoring, feedback and remedial action will be implemented with the support of District Inspectors and CCTs.

(e) Expand and improve primary school facilities

Using the School Facilities Grants (SFG), the Ministry will continue to expand classrooms, teacher housing, and other facilities, including what is needed to improve hygiene and safety. It will rectify the defects found in the SFG and keep unit costs down. For schools in conflict areas and other schools with special requirements, the SFG will be made flexible enough to meet diverse needs. Priority will be on provision of housing for female teachers in hard-to-reach areas and provision of separate latrines for girls.

(f) Promote enrolment at age six, reduce repetition and drop out

The support and supervision services to schools will actively promote the first enrolment of children at age six, pursue strategies that ensure children learn in order to reduce repetition. Headteachers, inspectors and School Management Committees will be empowered to achieve this. Many of the quality enhancement issues below will contribute to this strategy.

Objective 2: Improve the quality and relevance of primary education, ensuring pupils master basic numeracy and literacy

a. Improve the instructional processes that lead to students' achievement of literacy, numeracy, and basic life skills

This high-priority strategy comprises the following major eight interventions/undertakings:

- i. The focus will be on helping pupils learn to read and write (literacy) and to master basic arithmetic and practical mathematics (numeracy). This will need a long-term and close collaboration among the National Curriculum Development Centre (NCDC), the Teacher Development and Management System (TDMS), the Departments of Teacher Education and Pre-Primary and Primary Education, and the School of Education at Kyambogo University.
- ii. If significantly more learning is to take place, teachers must be able to work with manageable groups of pupils, especially those at the lower levels of P1, P2, and P3. The current practice of accommodating large numbers of pupils at the lower primary levels and maintaining smaller class sizes in the upper levels - as a function of attrition - will be reversed. Schools will reorganize their classes and streams.
- iii. Adjusting class size is a policy measure that will be accompanied by a new indicator: the average number of classes conforming to the policy. The current indicators of pupil-to-classroom and pupil-to-teacher ratios mask the huge variations among class size, especially since P1 and P2 classes are generally much larger than those at higher levels.
- iv. MoES has introduced a new formula for the allocation of teachers to primary schools. Maximum class size will be 53 pupils. Under this formula

(a) each grade will be allocated a teacher as a threshold; (b) all NFE centres get two instructors; (c) where schools have more than 53 pupils in a grade, they will be allocated an additional teacher for every additional 53 pupils enrolled (d) the PTR for SNE pupils (mental retardation, visual impairment, and hearing impairment) is 10:1; and (e) Districts will customise the formulae and allocate teachers to schools. Applying this formula will increase the wage bill by about 3.4% on current salary levels. The Ministry has developed a new formula to determine teacher ceilings for districts and this has been presented to the ESSC for discussion before it gets approved by higher level organs. The major assumptions in the new formula are that it will promote achievement of the FTI goal on improving access and equity with anticipated gains in learning achievement.

- v. The Ministry's policy and actual practice are to use local languages as the medium of instruction in P1-P3. P4 will be a transitional class when the medium of instruction will change to English. This decision practice is grounded in international best practice and evidence that learners can master literacy in a second language (English) more readily if they first learn to read and write in their mother tongue. Though the barriers to teaching literacy in local languages in Uganda are considerable (producing written materials, persuading parents, and resolving political problems surrounding languages of instruction), the Ministry will aim to provide sufficient quantities of reading materials in local languages and English, both by procuring and distributing them and by helping teachers develop their own reading materials.
- vi. In 2006, the Ministry introduced a primary thematic curriculum reform aimed at giving much more time during the school week to literacy and numeracy. This entails consolidating other subjects into shorter periods of time. This initiative aims at raising the quality of primary education through introducing local language instruction at the P1-P3 levels and by revising the curriculum to reduce its breadth, better integrate subjects and improve the pace of instruction. Implementing this reform will require up-front investments in the development of curriculum, preparation of teaching materials and training of teachers. The cost of teaching the new curriculum is expected to be similar to that for the curriculum that it replaces. Teachers' guides and resource materials (wall charts, work cards, readers and dictionaries for local languages) have been produced for P1-P2. P3 educational materials are still under review. However, budgets in schools have been small for procurement of the materials. Textbooks for P4-7 are being developed. Development of the material has been supported financially and technically by the UNITY project and production of the materials for the disadvantaged areas by the Netherlands and UNICEF. Thematic curricula have been adopted for the special needs education in P1-3 and the process for adoption in P4 is underway.
- vii. Teachers need to continually assess the progress of pupils and provide remedial help when pupils fall behind. UNEB is developing grade-level

tests of literacy and math skills, and has prepared materials for training teachers in continuous assessment. This is a long-term intervention that will be started immediately. Assessment should conform to the revised curriculum. Schools will test pupils at least once a year to identify those who are weak in literacy and/or numeracy. Schools will be helped to organize their resources to provide remedial work for them. Continuous assessment can be viewed from two angles: (a) as a pedagogical tool for the teacher to assess his/her teaching, getting feedback and improving his/her teaching methodology for purposes of addressing the gaps in learning achievements of the learners, with no implication on the final marks; and (b) as an assessment tool of learners to add on to the final PLE marks. MOES will commission a Feasibility Study on continuous assessment and its viability as part of the PLE.

- viii. The Ministry's procurement procedures for educational materials are being revised. The aim is to lessen the complications in the procurement process, attain value for money and enable monitoring of the provision of instructional materials at school level across the country.

b. Strengthen the teaching force

- I. The Ministry recognises the importance of teachers as the backbone of Education. Teachers in Uganda are trained in PTCs, NTCs and Universities and this is complemented by continuous teacher development programs. Further, the Ministry has reviewed the Primary Teacher Education Certificate curriculum to bring it in line with emerging concerns in the sector. The reformed curriculum emphasizes pedagogy among other themes to enhance teacher competencies and to deliver the thematic curriculum at lower primary level. The new PTE Certificate Curriculum includes also Early Childhood Education and it will also respond adequately to key cross-cutting issues including, among others, HIV/AIDS, gender, Guidance and Counselling, inclusive education for children with barriers to learning (earlier SNE) and continuous assessment. .
- II. Though there has been an increase in the number of teachers graduating from colleges and universities, this is still short of the required numbers causing Pupil Teacher ratios to be high (in 2006 the ratios at the Primary level were 67:1 and at the Secondary level 29:1). In addition, teacher training colleges lack adequate instructional materials, infrastructure and facilities in-terms of laboratories, libraries and ICT facilities, classrooms and books to train teachers in the required competences. As a result the country lacks sufficient numbers of teachers to handle specific subjects especially mathematics and sciences. However, Government continues implementation of the policy of 100% government sponsorship of students joining PTCs and also government sponsorship of 80% of students joining NTCs. In order to improve on quality, the subsector has embarked on training of all the Pre-service teacher trainees from the 45 Government aided PTCs on how to deliver the Thematic Curriculum.

- III. A Scheme of Service for teaching personnel in the Education Service is also being implemented as a human resource framework for career progression and development. It has been designed to address those issues that have made the profession increasingly unattractive to potentially good teachers in order to make teaching the profession of choice for bright students.
- IV. TDMS will be used primarily to give in-service support to qualified teachers, head teachers, and school communities. The Ministry will increase the number of teaching staff to meet the requirements of growing enrolments. To create a more efficient link between CCTs and teachers, schools and districts will appoint a mentor teacher in each school to liaise with the CCT and work with other teachers in the school.
- V. To compensate for the neglect of pre-service training in recent years, the Ministry will continue to rehabilitate the existing forty five PTCs and in particular the non-core PTCs and provide them with a full complement of trained staff, equipment, furniture, supplies, and facilities. Management of PTCs will be improved. The PTC funding formula will be increased from 1500 to 3000 Uganda Shillings per student. The PTC tutor recruitment procedures will be improved by adding primary education experience in the recruitment criteria. Existing PTC tutors will be provided exposure to primary school instruction and operations if they lack that experience. CPTs will be introduced for PTC tutors in consultation with UNATU.

c. Use pre-primary programs and other measures to prepare children for the intellectual requirements of primary school

- I. Many children enter primary school with little preparation for the intellectual tasks it requires. They come from families in which parents have not gone to school and the home environment has no exposure to reading matter or incentives to learn to read. Moreover, many families send their five-year-olds to primary school, even though the official enrolment age is six.
- II. The Ministry has worked with the private sector to provide pre-primary education. It will license and monitor private centres (i.e. ECD training institutions or nursery teacher training institutions) and include early childhood development instructional methods in the PTC curriculum. Identification and functional assessment of children with learning barriers will be an area that will be strengthened in ECD through teacher training (Pre-service and In-service).
- III. It will advocate for good early childhood development practices in families and schools and use mass media and other low-cost interventions to help families prepare children. During the ESSP period, the Ministry will ensure that all ECD centres adhere to the ECD Learning Framework. Inspection services will also be extended to ECD centres as a quality assurance measure and will focus on support and monitoring against the Early Learning Development Standards (ELDS) currently being developed. In addition, the Ministry acknowledges the challenges caused by big numbers

of under-aged children in P1 and will work with schools and local authorities to discourage parents from enrolling underage children in P1 i.e. five years and below.

- IV. The long-term goal of the Ministry is to integrate ECD services in the national education system, and during this period the Ministry will develop a long term plan for ECD.. In the short-term, the Ministry will advise the districts and municipalities during the ESSP period to include pre-primary education as part of the district education improvement plans by initiating pilot projects in ECD in selected primary schools where the enrolment of under-aged children is substantial. The ECD Learning framework and training for the instructors will be provided for these pilot programmes as well as inspection of the ECD centres. This controlled system of expanding ECD (already done in some municipalities, like Kampala) into primary schools will provide feedback to the Ministry on the conditions and requirements of mainstreaming pre-primary education into the formal education system.

4.2 Strategies at the secondary level

Objective 1: Increase equitable access and in a coherent and flexible secondary education system.

Demand for post-primary education has grown impressively and will continue to grow as the UPE bulge moves upwards. To achieve mass secondary education, the Ministry introduced USE in February 2007 aimed at ensuring that all students who successfully complete P7 have the opportunity to pursue academic secondary education. Through this strategy, 90 percent of those completing P7 will enter academic secondary schools. This represents a substantial increase in the pace at which the aim of universal basic education is to be achieved by 2015.

- a. Reconfigure the post-primary sub-sector
 - I. Under UPPET, the Ministry will continue to shift gradually from inflexible parallel tracks of (i) a six-year academic curriculum (secondary) designed to prepare students for higher education and (ii) a two or three-year vocational education program designed to prepare students for entry-level jobs in the work force. Within BTVET, the Ministry will make a gradual transition from post-primary full-time programs to a more flexible BTVET system. The post-primary reconfiguration does not affect training institutes that follow the fourth year of general secondary or the curriculum of Secondary 5 and 6.
 - II. Not all general secondary schools will look alike. Schools will be tailored to the communities they serve. Rural schools may alter the calendar to meet farming seasons, and they should be able to accommodate students who drop out and return. Community “seed” schools will be small and may offer multi-grade courses. Urban schools will be large and may use double-shifts to make efficient use of facilities. Centres of excellence throughout the districts will attract diligent students

- III. The Ministry plans to increase access to post-primary schools by building small “seed” schools in each sub-county where there is none or where the need is great, rehabilitating existing facilities and expanding them to accommodate growing numbers. It will also consider the restitution of a “centre of excellence” in each district - a school with full libraries and facilities for teaching science and Information and Communication Technology (ICT).

b. Expand, equip, and improve post-primary school facilities

Since Uganda’s commitment to the goals of EFA, which stress participation in basic education at the primary level, and even more, since the advent of UPE, the expansion of the post-primary sub-system has not been matched by a commensurate increase in financing and has thus suffered from insufficient funding. This has had a negative impact on the system most notably in deterioration of the physical infrastructure and inadequate provision of learning materials.

c. Improve equity in the participation of girls and needy students

- I. The Ministry will expand, equip and improve post-primary school facilities, and it will improve equity in participation of girls and needy students by targeting grants to schools in needy areas and bursaries to individual students. The Ministry will continue the policy of affirmative action especially in the civil war-ravaged area of Northern Uganda.
- II. There are individual children throughout the country with special needs, including hearing, vision, mobility, or other disabilities. The Ministry will continue to conduct regular assessments of services to children with special needs, in an effort to implement its policy of inclusive education and reduce the costs of educating children with special needs. It will also aim to build some schools for children with severe disabilities on a regional basis.

Objective 2: Improve the quality and relevance of secondary education so students are prepared to enter the workforce and higher education.

a. Make more efficient use of teachers/instructors’ and learners’ time, and other resources

As a consequence of the insufficient attention devoted to post-primary education in the past, resource allocation has become inefficient, especially in the light of access and equity objectives. As the post-primary sub-system moves from a small number of elite schools to a large number of schools providing mass education, the Ministry must take measures to reduce the per-student cost of post-primary education. It will do this by: (i) reducing students' course load to five or six subjects per term, (ii) consolidating subject matter into fewer courses, (iii) having a

nationally approved limited list of core textbooks as opposed to school-based lists¹⁰ (iv) increasing standard minimum class size and rationalizing teacher workloads, (v) redeploying teachers from schools where there is a surplus to those where there are deficiencies, and (vi) introducing double-shifts and multi-grade classrooms, so that space and staff are used efficiently. All teachers will be required to have the skills to teach at least two subjects so as to enhance efficiency.

b. Give highest priority to competencies for the workforce and further education

If Uganda is to transform its subsistence economy into modern agriculture, industrial, service, and public sectors, most of the population will eventually need competencies with broad application such as the ability to:

- i. Communicate effectively both verbally and in writing,
- ii. Follow written instructions (manuals and diagrams) that assume an understanding of abstract concepts,
- iii. Use advanced mathematics, including fractions, decimals and line graphs,
- iv. Solve semi-structured problems by formulating and testing hypotheses, and
- v. Understand how computers work.

c. Reform the curriculum offered in secondary schools

- I. MoES will reduce students' course loads from 18 subjects to five or six, including required core subjects and electives, and ultimately rationally reducing the curriculum through integration and merging of subjects. Over the long term, students will concentrate on subjects that are critical to achieving the competencies they require: mathematics, science, technology, communication, and social studies. Their course load will be reduced so that they have steady exposure to these subjects each day and throughout the year. For example, a course in life sciences and a course in physical sciences can incorporate the subject matter of health, HIV/AIDS prevention, agriculture practices, and environmental studies as practical applications of basic competencies in the scientific approach to problem-solving.
- II. Over the term of the revised ESSP, the Ministry will move toward a four-year program (S1-S4) for all participants at the post-primary level that

¹⁰ Studies undertaken by World Bank in countries with similar development characteristics like Kenya indicate that implementing this policy shift reduces per capita cost on textbooks' provision by two thirds.

emphasizes competencies for the workforce and further education. By 2015, it will cease to offer parallel tracks of academic and vocational curricula. This is deliberate move by the sector towards creating a firm basis for acquisition of productive and employable knowledge and skills that the country needs for creating a self-sustaining independent and integrated national economy.

- III. This shift will necessitate a sweeping revision of the general secondary curriculum, away from strictly academic learning objectives that are thought to prepare students for higher education and toward a set of competencies that serve both those who continue their education after S4 and those who choose to enter the workforce. The new curriculum will enable learners to acquire specific vocational skills in preparation for the world of work. This is not meant to “vocalionalise” the post-primary curriculum by adding training for specific vocations.¹¹ The new curriculum will help learners make informed decisions as citizens and family members, and it will give those who continue with their education, either immediately in S5 or later in life, the learning skills they need to think critically and study efficiently.
- IV. Curricula will be revised at the post-primary level in close collaboration between curriculum writers and teachers. Based on the revised curricula, the Ministry will provide instructional materials through matching subsidies and seed funding for textbook rental or re-purchasing schemes. It will construct laboratories (for science and ICT) and libraries in post-primary schools. UNEB will help develop tests of the new competencies and train teachers in continuous assessment.
- V. The Ministry has also put increased emphasis on science and technology education in secondary schools pursued primarily through the provision of science laboratories, academic libraries and ICT laboratories in all secondary schools. Government plans to eventually provide instruction in the laboratory sciences to all students for all six years of secondary school.

d. Strengthen the teaching force

Teachers qualified at the post-primary level will be trained to teach the competencies that students require. The Ministry will develop a new post-primary teacher education curriculum and a TDMS or equivalent for post-primary-level teachers as the vehicle for the intensive in-service training and support that revisions to the curriculum will demand. To train pre-service teachers, the Ministry will maintain the current number (i.e. 5) of existing NTCs and improve the facilities, curriculum, instruction, staffing, and management. In the Plan period, the Ministry will replace NTCs taken over by Universities such as Nagongera and Kaliro. The School of Education at Kyambogo University and teacher training colleges will

¹¹ (Such training will be provided through the UVQF/A (see Strategy 1.2.2 above and subsequent paragraphs in this section).

continue to train and retrain NTC instructors. Qualified teachers and craftsmen will be recruited, trained, and deployed to BTVET centres. Special needs teachers and guidance counsellors will be recruited and trained. The Ministry will continue to improve the conditions of service of post-primary teachers, instructors, and other staff.

4.3 Strategies for BTVET

In order to provide larger numbers of learners with timely acquisition of vocational skills, BTVET will be organized within the framework of the UVQF for assessment and certification of occupational competencies. The UVQF will articulate course objectives with corresponding job qualifications and certify learners' fulfilment of course requirements. Training providers, public and private, will be encouraged to offer courses that correspond to the assessment requirements specified in the UVQF.

Objective 1: Increase access and equity of BTVET

a. Reconfigure post-primary to offer a flexible system of BTVET

The seven primary enrolling BTVET institutions constitute one of the two components of the UPPET programme. Under the UPPET, 10% of all those who successfully complete primary seven have the opportunity to pursue BTVET courses in Government post-P7 BTVET institutions. The target transition from senior four to post-S4 BTVET is 30%, while it is 50% at post-S6.

Existing post-primary vocational, farm schools and community polytechnics will be transformed into BTVET centres.

b. Rehabilitate, equip, and optimize use of existing BTVET training facilities to provide modular courses and give some support to private providers of BTVET.

Significant construction, equipment, and furnishing costs can also be saved by using industrial facilities wherever possible for practical skills training. The Ministry will encourage private providers and communities to offer skills training courses that meet UVQF/A standards

Objective 2: Improve the quality and relevance of BTVET

The new BTVET framework will complement the post-primary general curriculum for all students. In the long run, i.e. by 2015, most courses will be aimed at students who have completed four years of general secondary education, but they will be open to all learners who have the requisite skills and knowledge to enrol.

Courses will be modularized, so that learners can acquire specific skills within a short period of time and move directly into an entry-level job or advance to a higher-level of certification. Short, modularized courses allow more learners to access the system, because each training centre can accommodate more students in a given period of time and it is less costly. This is the model used by the Directorate of Industrial Training,

which is solidly based within industry and should play a central role in a reconfigured BTVET system.

4.4 Strategies for Higher Education

Objective 1: Increase equitable access to Higher Education

a. Restructure the tertiary system to increase coherence and flexibility

The Ministry established a NCHE which has developed a strategic plan for the sub-sector that centres on a restructured system. The aim of this restructuring is to develop coherence among the universities and other institutions of higher learning. It will develop a course-credit system that allows mobility of students among disciplines and institutions without loss of earned work. This integration will also make more attractive other institutions within the MoES and those institutions transferred in 1998 from the ministries of Labour and Social welfare; Health; Tourism, Trade and Industry; Land, Water and Environment; Agriculture, Information, and Public Service, as they will allow learners to move among institutions.

b. Develop facilities to cope with rapidly increasing numbers

The UPE and USE bulge will reach the tertiary sub-system in about 2010, and together with a steady growth in population and the macro-economic success of Uganda since 1990, it will result in increased demand for higher education. The Ministry will rehabilitate existing and construct new facilities, including an Open University and a University in the East with the main campus at Busitema, to meet this demand. It will continue encouraging the private sector to offer programs in higher education.

c. Establish a liberalized financing mechanism and diversify the resource base

The Ministry uses public funds to subsidize Makerere University and other public universities. Because of the relative autonomy of these institutions it is difficult to account for how public funds are spent. To address this problem, the Ministry will direct a higher portion of funds directly to students rather than institutions, allowing students greater choice regarding their courses of study, and target grants to promote higher enrolment in science and technology courses. This change will also make higher education more demand-driven by allowing students to enter the public or private institution that offers courses that best meet their needs. The Ministry will carry out necessary studies to examine the feasibility of a student loan scheme, which would allow even more students to finance their own education.

Objective 2: Improve the quality and relevance of Higher Education

Tertiary graduates are prepared to be innovative, creative, and entrepreneurial in private and public sectors

a. Reform and improve curricula and instruction in priority disciplines

The Strategic Plan for Higher Education calls for a reform of the curricula that will link them more closely to Uganda's national development needs and those of the labour market. In particular, it will give highest priority to science, mathematics, technology, and other subjects critical to Uganda's national development. It will integrate ICT into courses, so that every graduate - and faculty member - is computer literate.

Noting that the quality of tertiary education depends on the quality of its faculty and staff, the NCHE will work with the Ministry to attract and retain faculty staff by improving their conditions of service.

b. Promote research, particularly applied research, and publications

The NCHE will help universities further develop their capacity for research – especially applied research - intellectual exchange, and publications. It will encourage faculty and students to make research part of their normal working lives and to keep up-to-date with current research in their fields. The Ministry will establish a specific fund/budget line for research to avoid the current adhoc sponsorship arrangement. The NCHE will manage this fund. The fund should also cover academic research (sponsoring Masters and PHD courses).

4.5 **Strategies to achieve Objectives for Sector Efficiency and Effectiveness**

4.5.1 All responsible parts of the system are accountable for the delivery of their commitments and targets. Effective coordination between central level organisations and effective support from central to local level are the basic requirements of the effective delivery. Coordination will be strengthened (1) horizontally across the MOES departments and partner organisations (e.g. NCDC and IMU), and (2) vertically between national level bodies and Local Government, DEOs, PTCs/CCTs and schools, and (3) coordination within Districts between CAO, DEO/DIS, CCTs and schools.

4.5.2 Central offices formulate sector policy and broadly direct financial resources, ensure the legislative framework reflects the strategic directions, conduct and disseminate research, and support the development of pilot and special programs. The key ministries, departments and agencies have well defined roles and responsibilities. However, efficiency of the service delivery is still weak. Capacity development is needed particularly in coordination between central agencies.

4.5.3 In order to strengthen the linkage between central, regional and district-level inspectors and streamline planning, management and reporting all inspectors will be employed directly by the DES. Strengthening the inspection system will also require filling the established posts at DES, Regional Offices and Districts, providing transport for inspecting schools, and means to enforce sanctions. Inspection results will be published as a separate section in ESAPR in order to promote accountability of school performance. During the remaining ESSP period the Ministry will design a communication strategy that will take into account local and national needs for information dissemination and study the possibilities of using mass media and other information channels (e.g. website).

4.5.4 The Ministry will align public service scheme with sector requirements for other public servants than head teachers and teachers whose core competencies are defined in the Scheme of Service. Core competencies will be developed for District Education Officers, District/Municipal and Sub-County level education officials in cooperation with the MoPS and the MOES and incorporated into Staff Performance Appraisal process.

4.5.5 The various central offices of the Ministry will perform their functions, guided by regular Education Sector Reviews of system performance and coordinated by top management. Central Ministry offices will continue to formulate sectoral policy and broadly direct financial resources, ensure that the legislative framework reflects the Ministry's strategic directions, conduct and disseminate research, and support the development of pilot and special programmes.

4.5.6 Uganda began moving toward decentralized delivery of primary and post-primary education services in 1997 when the Local Government Act was adopted; progress among districts has been apparent though uneven. District Education Offices will continue to work with local governments to allocate resources equitably among schools and institutions; they will keep local authorities advised of the needs and achievements of schools. They will help schools share information and innovations, and be accountable to the communities for the performance of students and to the Ministry for compliance with standards, regulations, and reporting procedures.

Objective 1: Improve the reliability and use of data and information

- a. *Secure the reliability of the Education Management Information System (EMIS) through validating and enforcing the data collection at the school level. Planning department will strengthen the information management through development of a central database for all Ministry's documents (policies, plans, progress reports, research reports etc) by compiling documents from other departments and agencies as well. Access to this electronic documentation centre would be given to all MoES departments and agencies. Maintaining and updating this database would be the responsibility of the EPD. A small library of hard copies will also be created for the documents that are not available in electronic format.*
- b. Ministry will use new technology to support the validation of data collected, including the use of rapid SMS to monitor teacher absenteeism, use of corporal punishment, and delivery of textbooks.
- c. *The Ministry will undertake selected sector critical planning, monitoring and evaluation studies geared at enhancing efficiency and effectiveness. The studies will cover the broad areas of public expenditure management, quality enhancement and equitable access.*

Objective 2: Improve quality assurance and accountability

- a. **Implement new Schemes of Service for Teachers.** The Ministry will collaborate with the Ministry of Public Service and the Education Service

Commission to implement new schemes of service for teachers and instructors for primary education and post primary education and training. The cost implications of the proposed new scheme of service have been determined. The new scheme of service creates a career ladder for teachers and school administrators and differentiates salaries in recognition of career status. The aim is to make teaching an attractive career and therefore to improve the quality and commitment of the teaching staff. The new schemes of service will allow schools to have experienced teachers and newer teachers that can work as a team.

- b. **Introduce District League Tables.** The Ministry will introduce District League Tables to enable local governments to gauge and track their performance rating at national level. The key measurement variables should focus on critical outcome indicators such as completion and net enrolment rates as agreed at the annual Education Sector Reviews (ESR). The Ministry in collaboration with local governments will ensure that schools and parents comply with the policy of automatic promotion to minimize repetition especially at P6 level.
- c. The Ministry will also enforce **CPTs** and explore options to reward good performing districts and schools.
- d. **Institute a coherent assessment strategy.** UNEB will take the lead in instituting a coherent assessment strategy that includes continuing assessment in the classroom, assessment at each grade level, and post-primary and secondary exams of critical competencies. UNEB will help teachers, head teachers, districts, and central offices keep track of students' achievements. A study will be undertaken to assess the feasibility of continuous assessment forming a part of the final PLE.
- e. **Schools manage instructional programs, staff and other resources and through the active participation of SMCs become fully accountable to their communities.**
 - i. Attention will focus on ensuring all school have effective SMC that take decisions on school management and finance, publicly disclose the minutes of their meetings, take an active role in developing school improvement plans, monitor the school's implementation of decisions and take responsibility to ensure that pupil feeding programmes are in place. Training programmes coupled with on-going support and supervision will enable SMCs to fulfil these functions.
 - ii. Prior to the implementation of UPE, the TDMS had made some strides towards helping head teachers improve school management and mobilizing communities to participate in school activities. These activities will be resumed. CCTs and DEOs will help schools develop and implement SIPs. CCTs and DEOs will mobilize communities to support schools and monitor school performance, especially pupils' acquisition of literacy and numeracy skills. Post-primary institutions will also develop

and implement improvement plans. Critical in this effort will be the need to reduce repetition rates

- iii. Schools will be encouraged to publish the results of assessments of students' achievements in literacy and numeracy, which will become the basis of each school's plan to improve areas in which achievements are weak. The Ministry has introduced and enforced the implementation of the CPTs scheme for head teachers and deputy head teachers aimed at enhancing their performance and compliance to set learning achievement targets. According to the survey conducted in the 12 QEI districts 85% of the head teachers had signed the CPT forms by mid December 2009.

f. Develop and maintain a coherent and feasible system of standards and performance monitoring

The long-term aim of quality-assurance activities is to develop a working relationship among the various agencies that have some responsibility for this function so that it is effective and efficient. The DES will set and help schools comply with standards for buildings, sanitation, facilities, staff attendance, and record keeping. It will strengthen the system of private school licensing, registration, and inspection. DISs will regularly inspect and report on schools' compliance with standards, regulations, and reporting procedures. DES should enforce the required minimum of two inspection visits by DISs per school per academic year. The Ministry will address the problems that hamper inspectors, by providing allowances for inspection visits and/or other such measures that increase the frequency and usefulness of inspection visits. The TDMS will observe teachers and help them improve instructional methods and management. UNEB will administer the NAPE to regularly assess learning achievement. The Ministry will also use regional and international assessment instruments to assess system performance.

g. Prevent and reduce corruption and misuse of public resources

The Plan addresses problems of corruption and misuse of public resources. The Ministry will provide incentives for professional conduct and enforce sanctions against unprofessional conduct, and it will train staff at all levels in professional conduct and financial management.

Objective 3: Strengthen the capacity of educational leadership and management

- a. Central level capacity will be strengthened by *completing the restructuring of MOES* and filling the posts with permanent staff. Restructuring the MOES will be completed and all vacant posts filled within the ESSP period. The EPD will continue to play a key role in these strategies.
- b. *Leadership and management of the PTCs will be strengthened* through CPD for PTC Principals and Deputy Principals. The work assigned to CCTs will be planned and managed better by linking it with the capacity gaps of teachers

identified in the school inspection reports. Closer links between the districts and CCTs will be facilitated by reviewing the catchment boundaries of the CCs and aligning them with the District boundaries in order to promote coordinated approach in the work of inspectors and CCTs.

- c. Strengthen the capacity of UNEB. As the education system continues to expand and, as the number of students entering for examinations grows at both primary and secondary levels, the capacity of UNEB will need to grow to accommodate this expansion. The Ministry will study options to strengthen the UNEB capacity during the ESSP period (e.g. additional staffing and/or electronic marking).
- d. *Promote improved accountability* by providing administrative staff with needed resources and *tools* they need to track the flow of resources and their uses. The Education Planning Department will take the lead in reducing inefficiencies and waste in the system. It will conduct management audits and adjust organizational structures and resource allocations to reflect the priorities and system requirements of the ESSP.
- e. *Continue to strengthen the decentralised management and monitoring of education services.*

District Education Offices deliver educational services, help schools comply with standards and regulations, and monitor regularly and report accurately on school performance. Strengthening the capacity of DEOs is directly linked with enhancement of quality in primary education. The Ministry has launched the Quality Education Initiative as a response to the challenges above. It is based on four pillars of Pupil, Teacher, Management and Community. QEI is implemented in 12 poor performing districts and its interventions have already had an impact in 9 districts indicated as improved rankings in the 2009 PLE exams. The Ministry will consolidate and disseminate the lessons learned and best-practices from the QEI and introduce during the Plan period District Education Improvement Programme to be implemented in all districts by 2015.

Systematic approach in planning, management and monitoring of quality education in the districts will have the following core features:

- i) Development of the district level EMIS as a tool to monitor the district performance in primary education against the defined priorities and standards;
- j) Defining the BRMS to establish benchmarks for schools and as a basis for School Improvement Planning. These benchmarks will be drawn from the QEI 4 Pillars (Pupil, Teacher, Management and Community) and form a framework for planning, management, monitoring and evaluation at school level;
- k) Strengthening of SIPS and self-assessment based on the BRMS. SIP is done through a consultative process involving all stakeholders in the school and community (e.g. SMC and PTA). CCT and local Inspector can facilitate the process.
- l) Identification of Continuous Professional Development needs for respective schools by the CCTs is an integral part of the quality enhancement initiative for

schools. Core areas of focus will include continuous assessment, thematic curriculum, SNE, Guidance and Counseling etc);

- m) Developing Consolidated District Level Plans using the SIPs and cross-referencing with the district EMIS on the priorities for monitoring the BRMS. Individual School Report Cards can be generated to provide one-page snapshots of core indicators for each school that can be used as basis for decision making about investments in school facilities, procurement of instructional materials and directing the focus on inspectors' school visits. Equally, District Education Offices will use information from the consolidated SIPs to liaise with the relevant core PTC and CCTs to negotiate a harmonized CCT work plan.

Objective 4: Formalize and enhance public-private partnerships in service delivery and capacity-building

The Ministry's main roles vis-à-vis private schools and institutions are, first, to encourage their development and sustainability and, second, to protect the consumer of education services by setting standards and monitoring all schools - public and private - for compliance. In this role, the Ministry will provide for community oversight of primary schools through SMCs and of secondary schools through Boards of Governors. It will solicit community contributions to the school construction and maintenance. In BTVET, it will collaborate with private enterprises, and train and contract employees to provide on-site training. It will also support and encourage NGO programs for disadvantaged groups and in conflict areas.

a. Develop and maintain partnerships with other agencies in service delivery and capacity building.

The Ministry will engage local governments in the support of primary and post-primary education. It will collaborate with other ministries in the provision of BTVET, and help introduce a training fund levy on employers for BTVET. The Ministry will introduce and implement an industrial training level. The first step will be a study of training levy funds and related experiences in the region and the development of a Ugandan model. Employers have a vested interest in and receive returns from public-provided training of their future employees.

The MoES will also collaborate with other ministries in the provision of ECD and other crosscutting programs, and seek the support of civil society organizations, associations, churches, and mosques for pre-primary and primary education. It will mobilize and sensitise parents and communities against enrolling underage children in P1. It will work with communities to provide community-based, out-of-school sports programs.

To strengthen the provision of technical education at the post-secondary level, the Ministry will work closely with those ministries whose training institutes it has acquired. It will cooperate with the Ministry of Health in integrating the Health Sector Strategic Plan into the ESSP, and it will work with other ministries in a similar manner.

The Ministry has important and long-standing partnerships with external funding agencies. The Plan calls for a strengthening of relations with these partners and a continued move toward their budgetary support, without closing the door on project support for high-priority interventions. The Ministry expects to continue its professional relationship with the EDPs to look to this group from time to time for technical support.

4.6 Strategies for achieving cross cutting objectives

Objective 1: Increase the participation, performance and progress of women and girls in the education system.

Active gender policy in education brings together many gender-sensitive and affirmative actions, such as:

- a) Recruitment of more females in the sector including DEOs, inspectors, teachers and head teachers, PTC tutors, CCTs and provide accommodation for them when needed;
- b) Design gender-sensitive curricula, textbooks and instructional materials;
- c) Teachers should pay equal level of attention to the girls and boys in classroom and identify learning difficulties of girls in order to support their learning process;
- d) Provide counselling for the girls who are at risk of dropping out due to poverty, disability, effects of HIV/AIDS, cultural factors etc.
- e) Provide separate latrines for girls in schools

Linkages to other policies are acknowledged and GESP enhances their implementation including Universal Primary Education, Early Childhood Education Policy, Universal Post-Primary Education and Training, Physical Education and Sports Policy, Liberalisation of Education, Mainstreaming Non- Formal Education, Decentralisation education, HIV/AIDS Workplace Policy and Special Needs Education.

Objective 2: Reduce the vulnerability of all education personnel and learners to HIV and AIDS

- a) The Ministry will target prevention activities in the education sector focusing on the students and the teaching personnel with determination. Budgeting activities for the HIV/AIDS through a separate budget line will be increased during the ESSP period. Education sector activities against the HIV/AIDS during the ESSP so far have been financed by the donors.
- b) The policy aims at raising the knowledge base, securing access to HIV/AIDS prevention, treatment, care and support services, eliminating stigma and discrimination, mitigating the impacts of HIV/AIDS for students, teachers, education managers and other sector employees and strengthening the capacity of the education sector for effectively responding to HIV/AIDS as well as contributing to research.
- c) HIV/AIDS activities are mainstreamed into the ESSP aligned with two HIV/AIDS strategies designed specifically for the education sector. These are the PIASCY

(2005) and the Ministry's National Policy Guidelines on HIV&AIDS (2006) which define policies and give detailed guidelines on the interventions taken in the education system as a whole.

Other cross cutting issues and strategies

Guidance and counselling

- a) As part of the restructuring of the MOE Guidance and Counseling (G&C) unit has been upgraded to the level of department. The Commissioner C&G is reporting directly to the Permanent Secretary. Therefore, C&G has achieved an acknowledged status in the education system and its position in the ESSP will be strengthened.
- b) G&C services are offered to all children in the areas of (1) educational counselling to support the learning process, (2) psycho-social counselling to support the children who suffer from socio-emotional problems due to e.g. HIV/AIDS (e.g. orphans, stigma and discrimination, impact on HIV on the family) traumatized children in conflict areas, children with behaviour problems due to drugs, sexual abuse etc. and (3) career guidance and information on choices. G&C services are linked to promoting the implementation of the HIV/AIDS policy in education, Gender policy and the Basic Education Policy for Educationally Disadvantaged Children.
- c) Schools are not yet well prepared to implement the C&G services due to insufficient training of teachers and insufficient level of funding. External assistance has been given to the MOE by the UNITY project in developing training manuals for teachers in primary and post-primary schools, and in-service training for teachers.
- d) Strengthening the G&C in primary education will be done by introducing G&C module into the PTC curriculum. All new primary teachers will be introduced to the concepts and methodology of G&C. In-service training will continue in CC's as part of the CCT work. During the ESSP period the G&C will be gradually rolled into all primary schools by appointing a senior teacher as responsible for the service. Female teachers will be recruited in equal numbers in order to create a conducive environment for girls to enable them to discuss in confidence their socio-emotional problems related to sexuality at the age of reaching sexual maturity. The aim is to prevent the girls from dropping out of school in the critical years of puberty and eventually equip them emotionally against early pregnancies and sexual abuse.
- e) Primary schools will be supported by the CCT's in strengthening their capacity in G&C particularly in the area of educational counselling in supporting children with difficulties in learning and identification of reasons behind the problems.
- f) Community support to G&C is promoted through cooperation with the community social and health workers and parents in cases when social/behavioural problems arise. Communities will be sensitized in their role to

identify problems outside the school and giving support to the school in its effort to educate children coming from difficult environments.

- g) As a long-term strategy extending beyond the ESSP period the Ministry will aim at introducing a cadre of guidance and counselling professionals in the primary and secondary education.

Other cross-cutting issues

Agricultural education, peace and human rights education, environment, and physical education and sports, arise in response to changes in national social and economic policies. They will continue to arise during the timeframe of this Plan. Rather than accommodating only those that are currently embedded in the system (such as girls' education) or on the horizon (such as agricultural education), the ESSP includes guidelines for adopting crosscutting initiatives and procedures for incorporating them into the system and curricula (**Annex 1**). These procedures should help ensure that teachers have the time and other resources to add crosscutting initiatives to the curriculum without compromising high priorities such as literacy and numeracy.

5. Costs and Financing

5.1 Policy Environment

The activities outlined in the updated **ESSP 2010-2015** are estimated to cost Government Ug. Shs. 7,957.9 billion. Based on the share of Government institutions in each sub-sector and the Government's policy¹², it is estimated that the cost to the Government will represent (78.7%) of the total education cost. The private enterprises, households and charitable organizations will contribute a total of Ug. Shs. 2,150.9 bn (21.3%) of the total education cost. Over the five-year period of the updated ESSP, the education sector shortfall amounts to Ug. Shillings 651.6 billion, which represents an annual gap of Ug. Shillings 130.3 billion. The estimated cost to the government of primary and secondary education is 6,368.9 billion. The policy agenda for education was expanded dramatically in 2006 with the announcement of the GoU's commitment to ensuring access to post primary education and training to everyone who successfully completes primary school. This commitment was accompanied by an initiative to improve the performance of primary schools through the introduction of a thematic curriculum and the adoption of local languages as the medium of instruction for the first three years of primary education. These changes will accelerate the expansion of access to education at all levels, but will especially affect primary and secondary enrolments. Increased enrolment will lead to corresponding increases in costs as well. The new formula for allocating primary teachers to schools will significantly increase the number of teachers needed, when compared to the present formula. However, the new formula will be implemented progressively and its consequences on the placement of teachers and improved quality of primary education will be assessed. Finally, the introduction of a scheme of service for employees of the education sector (i.e. primary, academic secondary, and BTVET sub-sectors) increased the average rate of compensation very significantly. Other policy reforms, including the strengthening of crosscutting programs in HIV/AIDS education, pursuit of gender equity, peace and human rights education, improvement of guidance and counselling, and development of physical education and sports programs also contribute to increased budgetary demands, but these programs and activities are relatively modest in their budgetary impact. Overall, the shift in the Government's policy agenda is geared towards the achievement of the EFA targets and MDG's by the year 2015.

5.2 Enrolment Growth

Streamlined admissions in primary (see Table 7) and improved retention are expected to significantly improve the distribution of pupils by grade. While in 2009 the ratio of P7 to P1 pupils was 28.1%, it is projected to reach 43.9% in 2015, implying a progressive phasing out of the surge. As a consequence of the reduction of under- and over-age admissions, P1 enrolments will stabilize, in spite of the population increase. Finally, total primary enrolments will stay more or less stable over the projection period, limiting the needs of additional teachers and classrooms, and containing the growth of primary expenditure (see details in the Simulation Model in **Annex 6** and technical/explanatory notes in **Annex 7**). The number of pupils *successfully completing* primary school is expected to increase from 351.2 thousand in 2009 to 490.6 thousand in 2015. Primary

¹² Government of Uganda policy specifies that the state should finance 90 percent of the cost of primary education, 60 percent of the cost of academic secondary education, 40 percent of the cost of BTVET and 50 percent of the cost of high tertiary education

education reforms include improvements in the content, sequencing and pacing of the curriculum, and instruction in the local language during the first three years of primary school. These innovations are expected to lead to smaller numbers of students having to repeat entire years of schoolwork and to fewer students withdrawing from school. Most importantly for costs, the reforms to primary education will lead to an annual increase in the proportion of P7 students qualified to enter academic secondary education to about 65% by 2015 from 58% in 2009.

Table 5.1: Admission Rates in Primary

	2009	2015
Admission Rate at age 5	9.1%	9.0%
Admission Rate at age 6 (NAR)	79.2%	85.0%
Admission Rate over aged children	75.8%	35.0%
Gross Admission Rate	158.4%	126.7%

The increase in the numbers of primary school leavers who are qualified to enter academic secondary school will strain the capacity of the secondary school system. The USE policy commits the GoU to provide places for able and willing students in either academic secondary schools or P7-enrolling vocational training institutions. The policy offers 90 percent of successful primary school graduates' admission to an academic secondary school and 10 percent to a place in a vocational school. Table 2 provides details on total enrolment by sub-sector and level of education in the next five years

Table 5.2: Projected Enrolments by Sub-sector (2010-2015; thousands)

	2008	2009	2010	2011	2012	2013	2014	2015
Primary	7 964.0	8 297.8	8 285.0	8 273.5	8 282.3	8 239.7	8 138.7	8 262.7
Secondary	1 088.7	1 194.5	1 279.7	1 409.9	1 598.5	1 827.2	2 129.7	2 286.8
Of wh. O Level	939.2	1 027.7	1 104.4	1 207.4	1 362.0	1 574.7	1 861.0	1 976.4
Of wh. A Level	149.5	166.7	175.3	202.5	236.4	252.5	268.7	310.4
PTC & TTC	22.3	22.3	23.0	23.7	24.4	25.1	25.9	26.6
Post-P7 BTNET	38.1	32.6	35.8	41.2	47.3	54.0	56.5	56.1
Post-S4 BTNET	84.9	109.6	129.7	148.1	154.6	161.0	184.2	222.9
Other BTNET	9.1	9.2	9.3	9.4	9.5	9.6	9.7	9.8
Tertiary	88.7	98.1	105.2	121.9	137.5	150.1	163.2	101.2
Total	9 295.8	9 764.0	9 867.6	10 027.6	10 253.9	10 466.7	10 707.7	10 966.0

Accelerating the pace at which access to secondary education is expanded will, by itself, result in a 92% increase in O-level enrolments between 2009 and 2015.

The reform agenda will also result in greater demands for admission to A-level and tertiary education. Most of the increase in A-level enrolment will occur in the second half of the period because of the time required for the increase in secondary enrolment to reach S5. Upper secondary (S5-S6) enrolments are projected to increase by 84% between 2009 and 2015.

The increase in enrolment in primary and lower secondary education will also significantly affect BTVET programs. These new demands are especially significant because of the high cost per student of these forms of education.

5.3 Costs

Implementation of the Revised ESSP (2008-2015) is estimated to cost Ug. Shs. 7,957.9 billion (see details in the simulation model in **Annex 6**). The rate of increase differs greatly by sub sector of the education system. The largest rate of increase occurs in the secondary sub sector followed by BTVET, tertiary and finally primary, in spite of the implementation of the new teacher formula. Table 9 provides details on Government costs by sub-sector and central administration activities.

Table 5.3: Total Government Costs by Sub-sector (Billion of Uganda shillings)

ESSPIN	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
Recurrent Expenditure							
Primary	499.7	548.4	581.7	617.0	655.1	690.0	724.4
Secondary	186.4	226.0	276.2	310.4	355.7	411.4	486.5
BTVET	20.2	20.0	26.4	29.2	36.6	37.3	44.8
Tertiary	141.3	158.7	176.0	189.7	217.9	245.4	269.3
Services-centr. Admin	11.1	11.6	12.2	12.8	13.5	14.2	14.9
Total Recurrent	858.7	964.8	1072.6	1159.1	1278.8	1398.2	1540.0
Development Expenditure							
Primary	11.0	98.9	147.5	122.5	114.4	136.6	178.0
Secondary	9.9	162.8	125.7	97.8	110.0	125.7	102.3
BTVET	14.3	16.5	21.1	27.1	31.8	35.2	38.5
Tertiary	0.0	10.0	15.0	20.0	20.0	20.0	20.0
Total Development	35.2	288.3	309.3	267.4	276.3	317.5	338.8
Recurrent & Development	893.9	1253.0	1381.9	1426.5	1555.1	1715.7	1878.7

5.4 Financing the Updated ESSP 2009-10 to 2014-2015

5.4.1 The Sector MTEF and anticipated private sector contribution

5.4.1.1 The Sector MTEF

Uganda's MTEF projects that Ug. Shillings 8,254.5 billion will be available to finance the provision of education over the period 2009-10 to 2014-15. The annual allocation increases from Ug. Shillings 1,079.6 billion in 2009-10 to Ug. Shillings 1,930.4 billion in 2014-15 - an increase of 79 percent.

The **budget shortfall** for the next five years is Ug. Shs. 651.6 Bn or 8.2 percent of planned expenditures (see Table 10). This represents an annual deficit of 130.3 bn (equivalent to about US \$ 72.4 million).

Table 5.4: Funding Gap, Primary (USCH Billion and US\$ Million)

ESSPIN	MTEF, PROJECTED EXPENDITURE AND FUNDING GAP							Cumulated Gap	Annual Gap	Cumulated Gap	Annual Gap
	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	5 years		5 years	
	Bud	Plan	Plan	Plan	Plan	Projected	Projected				
PRIMARY								Ugandan Schillings Billion		US\$ Million	
Recurrent Budget	499.7	548.4	581.7	617.0	655.1	690.0	724.4				
Investment Budget	11.0	98.9	147.5	122.5	114.4	136.6	178.0				
Total to fund	510.7	647.3	729.3	739.5	769.6	826.6	902.4				
Total Resources	464.6	522.7	544.7	567.5	574.1	708.0	887.2				
Total Funding Gap	-46.1	-124.6	-184.6	-172.0	-195.5	-118.6	-15.2	-685.8	-137.2	-381.0	-76.2
SECONDARY											
Recurrent Budget	186.4	226.0	276.2	310.4	355.7	411.4	486.5				
Investment Budget	9.9	162.8	125.7	97.8	110.0	125.7	102.3				
Total to fund	196.3	388.8	402.0	408.2	465.7	537.0	588.7				
Total Resources	261.2	353.6	368.2	455.9	463.6	503.8	631.4				
Total Funding Gap	64.9	-35.2	-33.7	47.7	-2.1	-33.2	42.6	21.3	4.3	11.8	2.4
TOTAL SECTOR											
Recurrent Budget	858.7	964.8	1072.6	1159.1	1278.8	1398.2	1540.0				
Investment Budget	35.2	288.3	309.3	267.4	276.3	317.5	338.8				
Total to fund	893.9	1253.0	1381.9	1426.5	1555.1	1715.7	1878.7				
Total Resources	902.0	1079.6	1135.2	1324.0	1376.4	1540.4	1930.4				
Total Funding Gap	8.1	-173.4	-246.7	-102.5	-178.7	-175.3	51.7	-651.6	-130.3	-362.0	-72.4

5.4.2 MTEF expenditure priorities and sub-sector budget shares

5.4.2.1 Recommendations on MTEF expenditure priorities

In order to achieve financial feasibility, it will be necessary to refine policy objectives and design standards. The exercise of re-costing the ESSP identified three areas in which it appears possible to achieve significant cost savings: design standards for teaching laboratories, compensation reform for teachers and school administrators; and enrolment targets for vocational training. In addition, it appears worthwhile to explore greater use of computers in delivering content, particularly in mathematics and the sciences. The Ministry will seek to innovate in these areas rather than to replicate practices that prevail in wealthier countries. The innovation process will be driven by clear learning objectives that stress the development of skills rather than mastery of extensive bodies of knowledge.

Of the four major reform initiatives, three should be carefully scrutinized for possible economies. First, an effort to increase emphasis on science education through the provision of multi purpose science rooms has been reconsidered. The sector will provide two separate multi purpose science rooms instead of science laboratories i.e. one for Physics/Biology and the other for Chemistry. The impact of this initiative on cost reduction is very great i.e. drastically reduces costs from Shs. 97.44 to Shs 40.60 bn). Other alternatives will include: (i) developing small number of special schools (i.e. creating “Centres of Excellence” in selected traditional secondary schools, one per district) for exceptionally promising students of the natural sciences and mathematics and ICT among others, (ii) developing computer-based, “virtual” laboratories in all schools to enable students to develop skills in the formulation and testing of scientific hypotheses (“learning to think like a scientist”); and (iii) creating a national science talent search in order identify promising science and technology students.

Second, the proposed reform of the conditions of service for teachers in the primary, secondary and BTVET sub sectors will be implemented in phased manner. The large increases in primary average rates of compensation render education very costly and are likely to result in pressure to increase the ratio of pupils and students to teachers. This result would seriously threaten the quality of education.

Third, the expansion of enrolment in formal courses of BTVET will be reconsidered in the medium term. Accelerating the development of the Uganda Vocational Qualification Framework and the encouraging a variety of modularized training activities would be likely to produce needed skills at lower cost and to be more responsive to shifting labour market conditions. A flexible training system will also be better suited to the interests and capabilities of potential trainees. The immediate viable option has been to reduce the post-S4 transition rate from 50% to a more affordable rate of 30% or less (*refer section 3.1.2, objective 2, sub-objective 2.2a*). Consideration will also be made to stagger (annually or as deemed appropriate) enrolment in particular courses basing on projected labour market demand of the graduates. For instance, the Metrology course does not require annual enrolment of new entrants.

The reform of primary education should be carefully monitored. Primary schools should be expected to produce the skills needed in order to pursue life-long learning. These

skills include literacy, numeracy, critical analysis, and problem solving. These skills also supply a foundation for success at the secondary and tertiary levels of education. Assessments of the education system's performance should focus on these skills. The reformed primary school curriculum seeks to address these needs, but its effectiveness in doing so has not been established empirically. Priority should be given to monitoring performance and adapting designs to further enhance outcomes.

5.4.2.2 MTEF sub-sectoral budget shares 2008-2015

The sub-sectoral shares of the education budget are given in Table 5.5 below. Over the plan period 2010/11 to 2014/15, they show a declining share for primary, small increases for BTVET and Tertiary and a substantial increased share for secondary to finance USE.

Table 5.5: Sub-sectoral Shares in Projected Government Expenditure

	2009	2010	2011	2012	2013	2014	2015
Primary	57.1%	51.7%	52.8%	51.8%	49.5%	48.2%	48.0%
Secondary	22.0%	31.0%	29.1%	28.6%	29.9%	31.3%	31.3%
BTVET	3.9%	2.9%	3.4%	3.9%	4.4%	4.2%	4.4%
Tertiary	15.8%	13.5%	13.8%	14.7%	15.3%	15.5%	15.4%
Service	1.2%	0.9%	0.9%	0.9%	0.9%	0.8%	0.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

5.4.3 Closing the funding gap

Reducing the funding gap may be achieved through various, complementary approaches:

- f) Further improving the efficiency, especially in primary education, based on: (i) getting more reliable estimates of pupils enrolments and more generally improving the EMIS; (ii) a better placement of teachers; (iii) limiting teacher absenteeism, (iv) allocating more resources to textbooks and teaching materials and making sure that they are effectively used by the pupils and teachers; etc. It must be noted, though, that targets set for admissions and flow rates should greatly contribute to improving efficiency and it will prove rather difficult to go faster;
- g) Setting stricter priorities among the various programs and/or re-scheduling them;
- h) Strengthening public-private partnership in providing education
- i) Once effective action is taken about efficiency and priorities, MOES might attempt at getting increased national and external resources. The role of donor projects is certainly vital in this regard.

Primary. The implementation of the Scheme of Service for employees of the education sector should be carefully scrutinized to have a manageable and affordable wage bill. As noted earlier, the proposals advanced by the ESC raise the average rate of pay in primary and secondary education by 36 and 131 percent respectively. The sector will have to implement the proposed scheme in a phased manner beginning with primary

sub-sector with one cadre (i.e. Senior Assistant Education Officer) in the medium term. Implementation of the scheme at post-primary level will be considered after 2012. Reducing the aspirations of the EFA has been considered to make funding requirement more sustainable. The simulation model assumes a PTR of 47:1 by the end of the plan period 2015 rather than 40:1 as per the EFA targets. In addition, the EFA targets a PCR of 40:1 but this can only be sustainable at 61:1 by 2015.

Secondary. To enable participation in secondary education to expand to the maximum level possible within the available resources, the MoES has initiated a number of measures designed to maximize access, improve equity and protect quality with improved management and efficiency. These include: (i) the projected increased resource for secondary expansion, (ii) introduction of the eighteen subject curriculum from the current 42 subject curriculum with a school menu of ten subjects, (iii) reform of teacher deployment and utilization practices, all teachers now moving towards a minimum of 24 periods a week (iv) introduction of double-shift teaching in over enrolled schools¹³, (v) use 35 periods per week per class for the revised curriculum (vi) planning for an accelerated program of low-cost classroom construction, (vii) plans for the provision of an initial stock of textbooks and instructional materials¹⁴, (viii) provision of support for USE students in non-government schools, (ix) completion of incomplete permanent structures, (x) rehabilitation of existing facilities, and, (xi) construction of new facilities in NTCs.

Further to this, the design standards for science laboratories, libraries and other physical facilities should be continuously reviewed with a possibility of reducing specifications. Providing three science laboratories with high design specifications as is the case today is not feasible and sustainable. Considerations have been made to provide modest designs for multi-purpose science rooms as well as supply of basic equipment (a science kit) for more cost-effective teaching and promotion of science education and technology in all schools (existing ones and new ones).

BTJET, the pace of expansion of certificate BTJET courses should be critically assessed. Providing modular rather than certificate course, together with acceleration of development of the UVQF would offer a more cost-effective option for addressing the demand for vocational skills. Modular instruction would provide the opportunity for existing facilities to serve larger numbers of people.

5.4.4 A sustainable financing framework within EFA and new major policy initiatives

The policy reforms and design standards that have been declared by Government will require approximately twice as much funding as the revised LTEF has allocated. In addition, the amount that will have to be contributed by private actors will have to increase by 85 percent. The results of analysis of the original ESSP 2004-2015 suggested that mobilizing sufficient private funding to implement the original plan would

¹³ Over enrolled schools are those with stream size of more than 60 students.

¹⁴ Stocks of textbooks will be built in the initial years of the plan as capital expenditure in both government and private schools participating in the USE program.

be very difficult. Raising a much larger amount appears very unlikely. To cope with this challenge, Government will have to devise *possible cost-saving measures* to ensure a sustainable financing framework for achieving EFA goals and emerging major national policy initiatives. Some of the possible cost-saving measures are presented in subsequent sections below.

5.4.4.1 Enhancing Public-Private Partnerships

The **ESSP 2008-2015** estimates the private sector (primarily households) contribution to be 21.3 percent of the total cost of providing education to Ugandans. This represents a high share of estimated household income by the year 2014. One also needs to recognize that the dramatic expansion of education under plan will have to draw children from families with lower incomes and less ability to pay than those financing the costs of education at present.

Under the BTVET sub-sector, the Ministry will collaborate with the private sector and relevant Ministries (Ministry of Finance, Planning and Economic Development; Ministry of Labour, Gender and Social Development, and Ministry of Trade and Industry) to introduce and implement an Industrial Training Levy. This will augment Government revenue sources for financing BTVET activities (*refer to section 3.1.3.4, objective 3, sub-objective 3.4*)

5.4.4.2 Staggering the intake of some BTVET courses

The MoES working with relevant agencies like the National Planning Authority and the Uganda Bureau of Statistics (UBOS) will carry out periodic studies on the domestic labour market skills requirements for certain courses to determine demand for their graduates. Basing on the results of these studies, intake of certain courses will be staggered annually or even longer as may be found appropriate to minimise costs and wastage associated with graduates whose market is saturated. Certain courses like Metrology fall in this category.

5.4.5 Recommendations on coping with operations without PAF protection

The Revised ESSP 2007-2015 should be reviewed and further revised regularly in the annual Planning and Budgeting Workshops to more nearly fit into the budget framework. The likely contribution to priority educational objectives of each policy initiative should be outlined and funds allocated to the most important of these objectives. The expansion of secondary and tertiary educational opportunities will entail growth in their respective budgets and therefore an increased share of public expenditures must be allocated to these sub-sectors as compared to primary education.

6. Implementing the Updated ESSP 2010-2015

6.1 Institutional set up

6.1.1 Institutional arrangements for the implementation of the Updated ESSP remain the same as the previous ESSP 2004-2015 and it will be implemented within the Ministry's current procedures for planning, budgeting and annual reviews. The EPD continues to take responsibility to align the ESSP with the MTBF and drive the annual planning and budgeting process to achieve ESSP policy objectives. Uganda's Education SWAp process entails MoES working together with key stakeholders including donors to agree on key priorities, and allocation of resources in a manner that enhances efficiency and effectiveness.

6.1.2 The EDP, through the Monitoring and Evaluation Unit, is leading the process of developing a Results Framework that will provide indicators and targets for the Updated ESSP. This will include those already established through the JAF and will revise those currently used under the Revised ESSP 2007-2015 that form the Policy Matrix and Implementation Plan used as the basis for the annual ESAPR (see Annex 4). Each Department or Directorate is responsible for developing annual workplans that set out activities and budgets aligned to the strategies of ESSP.

6.1.3 Primary education is a decentralised service and the decentralised framework governs its implementation. Other levels of education are virtually centralized. Implementing the Plan will involve various players being in charge of various functions. The Ministry of Education and Sports shall be the engine to propel the implementation of the Plan. Departments will generate action plans, set standards and policy and monitor and evaluate delivery of services. Districts and Municipalities shall oversee implementation of the decentralised programs and activities emanating from the Plan.

6.1.4 Schools and institutions are the level at which the education and training service is delivered. Schools will prepare SIPs in cooperation with the SMCs where the priorities are defined and the school-based monitoring set up. Head teachers and their deputies will be responsible for school-level supervision of the teaching and learning process. The process of self assessment, established by the DES will be used to coherently monitor school performance.

6.1.5 Communities/Civil Society and parents have a key role of monitoring, inspecting of education services and where possible funding the education of their children. These functions are key to the Plan.

6.1.6 Funding Agencies will facilitate the implementation of the plan when they participate in the planning function, provision of finances, monitoring and evaluation together with other Line Ministries that support the implementation of the Education Service. The Head of Public Service/Secretary to Cabinet will play the role of call of last resort for purposes of ensuring harmonisation in the delivery of services. Ministry of Public Service is responsible for recruitment and deployment of staff. Ministry of Local Government is responsible for coordinating, overseeing and building capacity of local government structures. Ministry of Health is responsible for the delivery of health services, while Ministry of Water and Environment ensures sanitation standards and protection of the environment in schools/institutions.

6.2 Monitoring & Evaluation Framework

6.2.1 The MoES acts as a co-coordinating centre for implementing the M&E System in assessing informational needs of all decision makers, disseminating information through comprehensive reporting mechanisms and ensuring that needs are met in an efficient and timely manner. Monitoring and evaluation unit under the Commissioner Education Planning and Policy Analysis is responsible for compiling reports under the Monitoring and Evaluation Framework. Progress in achieving priority strategic sector objectives (Access, Equity, Quality and Efficiency) and the following activities are routinely carried out:

- a. monitoring the progress of sector programmes and projects and assemble on a regular basis key education sector indicators;
- b. ensuring coverage of all required education sector indicators and investigating critical issues in education sector;
- c. maintaining quality of data collection procedures and undertaking efforts to develop new methods or materials for use in the education sector;
- d. verifying accuracy and quality of data from the field and designing appropriate reporting mechanisms
- e. disseminating data and reports to stakeholders at appropriate levels and training decision-makers in the use of data for improved management of education and;
- f. undertaking efforts to estimate longer-term impact of education programmes.

6.2.2 The ESCC chaired by the Permanent Secretary and represented by all stakeholders including relevant MOES departments, other line ministries, government agencies, donors, civil society organisations and NGOs meets bi-monthly and monitors the ESSP performance against the work plans. JAF indicators are also monitored. Decisions are made in these meetings on acceptable level of performance and on actions to be taken for improvement of performance.

6.2.3 The ESAPR are held with all stakeholders to assess the performance of the ESSP. This focuses on achievements of broad goals of Access, Equity, Quality and Efficiency in the Education Sector. In addition budgetary performance, summaries of the interventions, cumulative progress made by the country towards meeting the long-term targets in EFA and MDGs as well as crosscutting issues (HIV/AIDS, ICT, and Gender, Special Needs Education Guidance and Counseling and Environment education) is undertaken. Ministry's departments prepare the progress reports for the ESAPR. Based on the deliberations the ESAPR is endorsed by the stakeholders.

6.2.4 Inspectors from the DES and the Districts monitor the performance of the ESSP at the school level using a common inspection framework and instrument; and their reports are compiled into one Inspection report annually that provides information for ESAPR on quality and efficiency of the sector.

6.2.5 The JAF agreed between the Government of Uganda and the Joint Budget Support Framework Development Partners was established in October 2009 as an

instrument to measure performance under the Joint Budget Support Framework. This multi-sectoral assessment framework includes also a results matrix for education sector with specific targets and indicators to assess the performance in achieving the MDG of all children completing a full course of primary schooling by 2015. JAF indicators are in line with the ESSP objectives.

6.2.6 Draft indicators and outcome targets for the medium term (2007-15) are presented in **Annex 5**. These are aligned with Sub-Objectives. They have been revised and approved by the Ministry and will be used for annual Reviews of progress.

6.3 External support for the ESSP

6.3.1 EDPs support the ESSP through various modalities; budget support, project support and financing studies and policy development by provision of technical assistance to the MOES. A brief summary of the main donors and their areas of intervention are presented below.

6.3.2 EDPs giving budget support for education sector are the World Bank, the European Union, the African Development Bank, and the governments of the Netherlands, Ireland and Belgium. Some development partners complement their budget support with project support and co-financing of ear-marked activities.

6.3.3 Other donors to education in primary and post-primary sectors are USA, UNICEF, Germany, Japan, WFP, UNCHR, UNFPA and UNESCO. Support from the USAID, Irish Aid and UNICEF are described below in a more detailed way due to their substantial involvement in the quality development of primary education:

6.3.4 **USAID** has had a long-standing relationship with the MOES by providing Technical Assistance for the development of the education sector particularly at basic education level. Its current support under the ESSP is implemented under the **UNITY** Project under the ABE-LINK IQC with the overarching goal of contributing to improved quality of basic education and expanded implementation of PIASCY, increased parental and community participation in education and implemented policy agenda. Broad areas of intervention are grouped under four areas:

- a) Professional development: development of Certificate in Teacher Education Proficiency under TDMS, support to the development of the Thematic Curriculum and adapting it for Special Needs Education, Measuring Learning Achievements, supporting Early Childhood Development, enhancement of Universal Primary Education and Community Participation and in design of a customized educational package for the North and North East and Support to 4 of the 12 Quality Enhancement Districts (Oyam, Amuru, Bududa and Bukedea).
- b) Expanded implementation of PIASCY: rolling out Guidance and Counseling in Post-Primary Education and Training by developing materials for students and teachers, HIV readers to primary schools and supporting the MOES in preparing the next phase of Primary PIASCY.

- c) Increased Parental and Community Participation in education: UNITY has mainstreamed community involvement in all its project activities.
- d) Implemented Education Policy Agenda: supporting the MOES Policy Unit in financing three studies in policy implementation (Thematic Curriculum, Automatic Promotion and Local Language Policy).
- e) Support to EMIS development has been given under another project by the USAID.

6.3.5 **Irish Aid** has supported the Primary Education Reform Programme (PERP) by giving support to UNEB, Education Service Commission, Directorate of Education Standards, UNATU, NCDC, Karabole District, Kasese District, Canon Apolo Core PTC ICT project, support of the review of the Primary Teacher Education Curriculum. PERP has been phased out in end of 2009. Karamoja UPPET Programme has supported rehabilitation and construction activities, provisions of laboratory equipment, bursary scheme in secondary education, SESEMAT programme in cooperation with JICA and supporting MOES in HIV/AIDS mainstreaming in Karamoja. Engagement in the education sector 2010-2014 will further strengthen QEI and UPPET in Karamoja and SESEMAT with JICA.

6.3.6 **UNICEF** UNICEF Uganda has a long standing relationship with MoES and our current country programme (2010-2014), devised with MoES continues to support MoES policy development, implementation and evaluation in these key areas: Basic Requirements Minimum Standards; Girls' Education; Early Childhood Education; Safe Schools; WASH (Water, Sanitation and Hygiene); and IT in Education. Our key focus is improving quality and our key results are in line with MoES targets on NIR, completion and literacy and numeracy. We support national MoES activities in the areas above and also provide more focussed support to the 16 most disadvantaged districts (using the child wellbeing index as criteria) in Northern and Western Uganda and in Karamoja, which involves provision of funds directly to these districts to carry out a variety of activities within their education district plans, including: teacher training, community based ECD centres, safe schools, provision of latrines and water points, especially focusing on separate latrines for boys and girls, sports, Music, Dance and Drama (MDD), SNE, Thematic Curriculum implementation, Child Friendly Schools, provision of supplies such as Thematic Curriculum instructional materials, community sensitisation and mobilisation activities (around school readiness, timely enrolment at age six, girls' enrolment and retention, teacher absenteeism, WASH, safe schools). The majority of our funding is used to directly fund MoES and district activities, with some funding provided to up to five Ugandan NGOs to carry out specific activities, including the Forum for Education NGOs in Uganda (FENU).

6.3.7 Two key programmes that we plan to roll out are the Go to School, Back to School, Stay in School campaigns and the Girls' Education Movement (GEM) clubs. The latter involves a variety of activities during the week before each term starts to encourage parents to send their children to school. There are currently GEM clubs in 11% of primary schools in Uganda. The members are boys and girls in the school and they meet regularly and conduct activities such as school mapping to map girls out of school and use MDD as they visit communities to encourage them to send out of school

children back to school.

6.3.8 UNICEF is the co-lead for the Education cluster with Save the Children and is currently actively supporting the handover of the cluster to FENU and MoES. UNICEF stockpiles education in emergency supplies, such as tents and school in a box and they are used to respond rapidly to emergencies, such as the Buduuda flooding in the East of Uganda earlier in 2010.

6.3.9 UNICEF also seeks to support MoES to roll out ECD community based centres, which are currently mainly in 23 districts and continue to improve percentage of 3-5 year olds with access to ECD, which increased from 2% in 2006 to 15.5% at end of 2009 with a total of 1,450 community based ECD centres. These centres are community managed and run by volunteer caregivers and management committees.

6.3.10 UNICEF's key national programme involves supporting implementation of MoES BRMS standards in all primary schools, through a coaching/mentoring programme based at each of the 23 Core PTCs. This involves an international teacher educator, based at a PTC, coaching/mentoring CCTs and inspectors as they support primary teachers to implement BRMS standards (which include - Thematic and upper primary curriculum implementation, WASH, safe schools, gender, school management, community participation and health promoting school). The teacher educators will spend two days every term with each inspector and two days per term with each CCT and provide capacity building workshops for them during holiday time.

6.3.11 UNICEF seeks to also focus on use of IT to support education activities. These include the use of rapid sms to collect and validate EMIS data and are currently piloting the use of rapid sms to collect data on teacher absenteeism, use of corporal punishment and delivery and use of textbooks, amongst other key indicators. UNICEF has also devised a rugged dust-proof, water-proof, virus-proof, computer that can be installed and used by schools and communities, which is called the digital drum as the casing is made from oil drums. UNICEF has already installed the first version of this, the digital doorway, in 10 PTCs.

6.3.12 **UNITED NATIONS WORLD FOOD PROGRAMME** supports school feeding programmes in Karamoja sub-region.

6.3.13 Infrastructure development and provision of equipment combined with staff training at post-primary levels of education (BTVET, Secondary, TVET) are supported by several donors including **EU, WB, JICA, Government of Belgium, ADB and KfW and Saudi Fund for Development.**

Appendix A.

