



## Table of Contents

<b>EXECUTIVE SUMMARY .....</b>	<b>3</b>
<b>1.0 INTRODUCTION .....</b>	<b>6</b>
1.1 THE ESSP 2004-2015 .....	6
1.1.1 Purposes of the ESSP 2004-2015.....	6
1.1.2 Economic context of the Plan.....	6
1.1.3 Demographic Trends.....	7
1.1.4 The Long-Term Expenditure Framework.....	8
1.1.5 Sectoral context for the Plan.....	9
1.1.7 The Government White Paper on Education.....	11
1.1.8 International long-term commitments.....	11
1.1.9 Medium-term goals and plans.....	13
1.1.10 Education Sector Reviews (ESRs) and the Sector Undertakings.....	13
1.1.11 Mid-term review of the ESIP (1998-2003).....	14
1.1.12 Department strategic plans.....	14
1.1.13 The National Poverty Eradication Action Plan.....	14
1.1.14 Process of developing the ESSP 2004-2015.....	14
1.1.15 Changes to ESIP 1998-2003 and ESSP 2004-2015.....	15
1.2 THE REVISED ESSP 2007-2015.....	15
1.3 OVERALL POLICY THRUSTS IN THE ESSP 2007-2015.....	16
1.4.4 Higher Education.....	19
1.4.5 Teacher Education.....	20
<b>2.0 POLICY OBJECTIVES OF THE REVISED ESSP 2007-2015. ....</b>	<b>21</b>
IMPROVE EFFECTIVENESS AND EFFICIENCY IN DELIVERY OF PRIMARY EDUCATION.....	22
2.1 FOCUS OF THE REVISED ESSP 2007-2015.....	22
2.2 OBJECTIVES AND SUB-OBJECTIVES.....	23
2.2.1 Objective 1: Increase and improve equitable access to quality primary education.....	23
2.2.2 Objective 2: Improve the quality and relevance of primary education.....	24
2.2.3 Objective 3: Improve effectiveness and efficiency in the delivery of Primary Education ...	27
<b>3.0 STRATEGIES TO REACH THE OBJECTIVES OF THE REVISED ESSP 2007-2015... ..</b>	<b>28</b>
3.1 DISCUSSION OF STRATEGIES AND INTERVENTIONS .....	28
3.1.1 Objective 1: Increase and improve equitable access to quality primary education.....	29
3.1.2 Objective 2: Improve the quality and relevance of primary education.....	35
3.1.3 Objective 3: Improve effectiveness and efficiency in the delivery of Primary Education.....	41
<b>4.0 COSTS AND FINANCING.....</b>	<b>47</b>
4.1 POLICY ENVIRONMENT.....	47
4.2 ENROLMENT GROWTH.....	47
4.3 COSTS.....	49
4.4 FINANCING THE REVISED ESSP 2008-2015.....	50
4.4.1 The Sector LTEF and anticipated private sector contribution.....	50
4.4.2 LTEF expenditure priorities and sub-sector budget shares.....	51
4.4.3 Closing the funding gap.....	53
4.4.4 A sustainable financing framework within EFA FTI and new major policy initiatives.....	54
4.4.5 Recommendations on coping with operations without PAF protection.....	56
<b>5.0 IMPLEMENTING THE UPDATED ESSP 2007-2015.....</b>	<b>56</b>
5.1 INSTITUTIONAL SET UP .....	56
5.2 MONITORING & EVALUATION FRAMEWORK .....	57
5.3 FIDUCIARY SAFEGUARDS.....	58
5.4 ENVIRONMENT IMPACT ASSESSMENT .....	59
<b>ANNEXES .....</b>	<b>60</b>

## 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 not providing many 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 enrollments, 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 this 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 full conformance with EFA FTI 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 *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 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.

In addition, a number of less far-reaching 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 teachers in rural areas and for a head teacher, a senior woman teacher and a senior man 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, counseling and guidance, peace studies, refugee education and gender equity. While these latter activities are very important, they have a modest impact on the aggregate budget of the education system and therefore do not feature prominently in efforts to model the budgetary implications of policy reforms.

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 modeling 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 is 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.

Under the revised ESSP the number of student-years of instruction (in the entire Uganda's education system) increases by 20.62 million over projections in the *ESSP 2004-2015* for the period 2007-2015 - an increase of about 26 percent. This increase is due principally to a projected decline in the dropout rate in primary schools. The total number of dropouts from P2 through P7 is expected to fall by 72 percent from the projections produced in the *ESSP 2004-2015*. If the number of pupils in P1 continues to exceed by a very large amount the number in the appropriate age group, then the second largest source of increases in enrollment will be due to the high rate of

withdrawal and re-entry at this point. The number of students successfully completing P7 increases by 43 percent over the entire period and by 67 percent in the final year (in both instances over the *ESSP 2004-2015* benchmark).

The full impact of primary reforms on secondary enrollment is delayed, because the surge in the number of students successfully completing P7 must thread their way from S1 to S6. The new policy agenda leads to a 22 percent increase in enrollment in academic secondary schools. However, the increase in enrollment in the final year (i.e. 2015) of the sector strategy is 40 percent. Growth in academic secondary enrollment will continue to outstrip population growth for several years beyond 2015 as the enrollment pipeline continues to fill. Only about 14 percent of the increase in secondary school enrollment is traceable to policies aimed at expanding participation in secondary schools over what had been intended in the *ESSP 2004-2015*.

A much greater relative increase in enrollment occurs in post-primary BTVET. Total enrollment between 2007 and 2015 is expected to increase by 199 percent over what had been anticipated in the *ESSP 2004-2015*. Enrollment in 2014-2015 - the final year of the revised strategic plan - is projected to reach 638,000 students or 1.8 times the number anticipated in 2006-07. The impact of this growth on the budget is especially significant since the unit cost of BTVET is four to five times the cost of providing academic secondary education and up to 32 times the cost per student of providing primary education.

The revised reform agenda will have a relatively small impact on enrollment in tertiary education because of the delayed effects on secondary enrollments levels and completion rates. The enrollment 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, enrollment would be expected to double over the five years from 2013 to 2018.

The budgetary effects of increases in enrollment vary greatly by sub sector. The total expenditure per year of instruction is five times as great for secondary as for primary schools and more than twenty times as great for BTVET. A student-year of tertiary education requires three times as much expenditure as one year of primary school instruction. Therefore, percentage increases in expenditures (over the *ESSP 2004-2015*) are greatest in the secondary education and BTVET sub sectors. The growth in expenditure due to the recent reforms (over the *ESSP 2004-2015* benchmark) for the BTVET sub sector is 260 percent, while it is 145 percent for the academic secondary sub sector. Tertiary education experiences a respectable 39 percent increase in expenditures over what had been planned in 2003.

## **1.0 INTRODUCTION**

### **1.1 The ESSP 2004-2015**

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. The Plan was presented in two parts. Part one presented the main text. Part two presented six annexes which contained: (1) guidelines for adopting new initiatives and projects, (2) tables and figures cited in the text, (3) program objectives and strategies, (4) indicators and targets medium-term and long-term, (5) tables and figures and (6) work plans for departments, semi-autonomous institutions and collaborating line ministries.

#### **1.1.1 Purposes of the ESSP 2004-2015**

The Plan 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;”<sup>1</sup>
- (b) To guide all sub-sectors in their regular medium-term and annual planning and budgeting exercises; and
- (c) To help the Ministry of Education and Sports, 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.

#### **1.1.2 Economic context of the Plan**

Uganda's Macroeconomic policy has contributed to poverty reduction and created conditions for Gross Domestic Product (GDP) growth. The economy registered GDP growth of above 7% in the last four years 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.

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 saving; and

---

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

(iv) Accelerating economic growth through increased private sector investment.

A critical problem facing Uganda is that it does not have enough people with the competencies needed to achieve its development goals. Yet allocation to education sector out of the national budget is not enough to expand the education system over the next ten years to meet the demands of a rapidly growing school-age population. Allocations to education sector have reduced from 24% to 17.3% over the past few years.

Education is a key sector and a public good that gives returns to both the economy and the people. Investment in education has got educational, social, political and economic returns, which reach the majority of the population. More schooling is associated with reduction in gender disparities as well as externalities like improved family health, nutrition, and lower fertility among others. Therefore education participation should be viewed as a part of the solution to poverty, as well as a vector in its reduction and increase in quality of life. Increased access to education should be poverty alleviating and income equalizing among different sections of Ugandans.

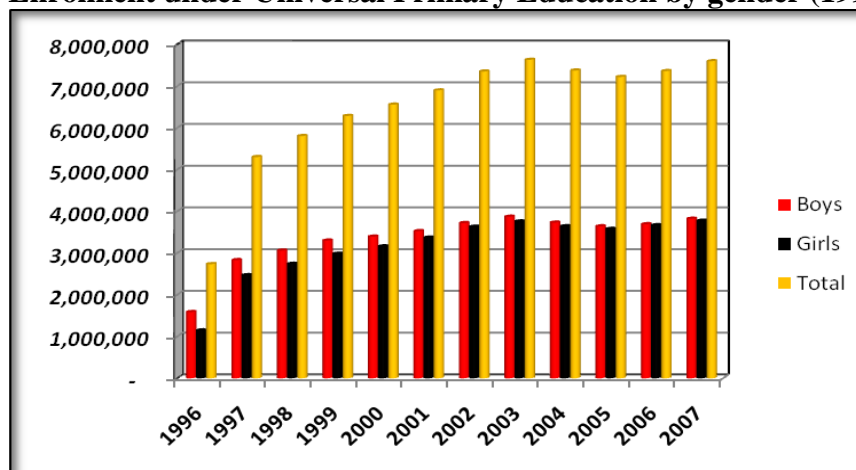
### 1.1.3 Demographic Trends

The school-age population was expected to continue to grow at a rate of about 3.4% per year over the next decade. The population of Uganda has increased at this rate for more than two decades. The 2002 Census had been expected to reveal a decline in birth rates over the previous inter-censal period, but preliminary analyses indicated that high birth rates could continue. The number of children reaching school age was expected to increase by 40% children - over the decade between 2004 and 2014.

#### Enrolment trends in Education Sector

In 1996 just before the adoption of Universal Primary Education, 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 more than significant increase in the enrolment figures in the primary sub-sector, catapulting from 3,068,625 to 5,303,564. This translates in to a 73% increase. Specifically, while the boys registered a 72% increase in enrolment, the girls experienced a 74% increase in enrolment.

**Enrolment under Universal Primary Education by gender (1996 – 2007)**



Source: EMIS (Statistical Abstract 2006)

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 significantly reduced the poverty gap in terms of access to primary education and (ii) The effect of increased enrolment was particularly beneficial for girls who saw a higher increase in enrolment relative to boys.

Based on current performance trends, Uganda is likely to hit the target Net Enrolment Rate of 100%, by the target date (2015) provided the concerns of low quality of education (as manifested in both learning achievements and survival rates) are overcome.

Following the launch of Universal Secondary Education (USE) in February 2007, enrolment at S1 has grown rapidly. Enrolment (S1-S6) rose by 17.2% (from 814,087 to 954,328) between 2006 and 2007. With increased enrolments, significant additional resources are required. In view of the remaining quality problems<sup>i</sup> in primary education and the importance of moving towards the Millennium Development Goals (MDGs) and EFA goals, it will be important to develop a plan that will deliver the goals.

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 form of secondary school.

In Uganda, the provision of education is done in a two-pronged manner. There are two categories of schools: The Government (Public) and the Private schools.

**Table 1: Enrolment Levels by Sub-Sector.**

Year	2000	2001	2002	2003	2004	2005	2006	2007
Pre-Primary	NA	59,829	78,257	64,484	41,775	30,240	69,340	57,627
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
Secondary	518,931	539,786	655,951	683,609	697,507	728,393	814,087	842,683
BTVET	14,077	14,314	20,314	26,313	25,514	41,863	15,586	-
Tertiary	54,444	64,216	79,857	88,922	108,295	124,313	-	-

Source: EMIS 2006.

#### 1.1.4 The Long-Term Expenditure Framework

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. This projection would be driven by rapid GDP growth. The Ministry expected the rate of growth to rise from 5.0% in 2003/04 to 6.4% in 2013/14. These growth projections reflected the assumption that private investment would increase sharply as the financing of the public debt absorbs a shrinking share of rising savings. Private consumption was projected to increase by an average rate of 5.3% a year over the decade. Population growth



was assumed to average 3.56% a year. Thus, per capita consumption was predicted to rise by 1.7% a year.

The share of education as total government expenditure continues to decline as indicated in the table 2.

Table: 2

FY	2002/3	2003/4	2004/5	2005/6	2006/7	2007/8	2008/9
% Share	20.6	18.8	18.8	17.1	17.6	17.8	17.3

Source: Budget Framework paper

The updated policy agenda implies that the allocation of the education budget among sub-sectors no longer conforms to the undertakings agreed earlier the annual Reviews under the SWAp. The share assigned to primary education must fall *in relative terms* as the amounts spent on secondary and tertiary education increase. In addition, the updated policy agenda means that total government expenditures on education *must* increase substantially.

### 1.1.5 Sectoral context for the Plan

The Education Sector Strategic Plan 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 Ministry of Education and Sports. 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.

GoU will continue providing resources to the Education sector and consolidate the gains already established. The gains and gaps will always trigger the release of resources from both the donor community and government based on the subsectoral context of the MoES as indicated below.

#### (i) 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 to the average 5.6% to adults' incomes.

#### (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.

### **(iii) Tertiary education and training**

Uganda must create a bank of highly educated people to manage the emerging economy and 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 needed 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 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 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 the education can weaken the epidemic, the disease and its effects can weaken an education systems ability to function. As a result, the Ministry of Education & Sports finalised 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 mitigate 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:-

- (i) The Work Place Policy (WPP);
- (ii) Capacity building for HIV/AIDS;
- (iii) Counselling and Testing;
- (iv) Advocacy for HIV/AIDS; and
- (v) Implementation of The Presidential Initiative on AIDS Strategy for Communication to Youth (PIASCY) activities in primary and secondary schools.

### 1.1.7 The Government White Paper on Education

The 1992 Government White Paper on Education is the basis of official policy on the purposes and programs of education. While some of the programs have been revised as a result of intervening events, the White Paper's articulation of the purposes of Uganda's education system continues to be the supreme guidance for the sector. Its aims are 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."

### 1.1.8 International long-term commitments

Uganda has two sets of commitments to the international community that have an impact on its long-term plans. These are the Millennium Development Goals (MDGs) and the Education for All goals (EFA). The Plan is in line with these broad sets of goals.

The Millennium Development Goal that is relevant to the Ministry of Education and Sports 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.

Education Sector in Uganda is responsible for the implementation, monitoring and regular reporting on the six (06) EFA goals. Five of these goals are targeted at Pre-primary and Primary Education, while one is targeted at secondary education level and Uganda has registered progress on the set goals.

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

The GIR, trends indicate that the number of new entrants into grade one has improved from 192% (2000) to 120% (2006). This is attributed to the reduction in the enrolment of over-age children in the system. Consequently, there are now more children of correct age entering grade 1 than before. Further analysis indicates that the reduction in the number of over-age children has enhanced access for girls; that is from 191% (2000) to 146% (2004) for girls, compared to 191% (2000) to 153% (2004) for boys.

#### (ii) **Ensuring that by 2015 all children, particularly girls, children 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. However, Physical infrastructure in primary schools remains inadequate due to declining budgetary resources allocated to education sector. The percentage of total public expenditure

for primary education has been varying since the year 2000 from 69.7% to 61.2% in 2006; consequently, low completion rates of primary schooling.

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

The 2006 Uganda Demographic and Health Survey (DHS) results indicate that on average, 31.7% of the adult population aged 15-24 years have 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.

**(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 results indicate that over 80% of the men and 56% of women in almost all age-groups in Uganda are literate. This is an indicator of how much access to education has expanded over the years. However, the percentage of men and women on average who have attended secondary school or higher and can read a whole sentence or part of a sentence remains low and on average is 69.5% (i.e. 56.3% for women and 82.8% for men respectively). This implies that the country needs to do more to enhance Functional Adult Literacy (FAL) if the 100% literacy rate by 2015 target is to be achieved.

**(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, Gender Parity Index (GPI) was 0.95, while EMIS put it at 0.99. Both indices thus confirm that the number of female and male students is almost the same, with males slightly outnumbering females.

The estimate of the GPI for the secondary schools was at 8.81 for both estimates (i.e. UDHS and EMIS). This indicates that, among students of all ages, for every given male student in secondary school, there are approximately four female students.

A Gender Parity Index between 0.95 and 1.05 is considered as reflecting gender parity. Therefore, we can conclude that Uganda has achieved the gender parity at primary and is also about to achieve it at secondary 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 slightly improved from 45.0% to 55.0% in

2006. This indicates that the gender gap at secondary level has slightly narrowed since 2000.

- (vi) **Improvement in all aspects of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential skills.**

Results from NAPE indicate that there was a steady improvement/increase in the percentage of P6 pupil's rated proficient in literacy from 2003 to 2007. However, for P3 pupils there was a slight decline by 0.1%. **P3: Literacy 45.6%, Numeracy 42.6%; P6: Literacy 33.5%, Numeracy 30.5%.**

### **1.1.9 Medium-term goals and plans**

As the education sector is an active and evolving organism, any long-term plan must seriously take into account current activities and medium-term goals and plans. These are articulated in several documents: the *Aide Memoires* of the annual Education Sector and Sports Reviews as well as the Planning and Budgeting Workshops held since the inception of Sector Wide Approach (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 National Poverty Eradication Action Plan (PEAP).

### **1.1.10 Education Sector Reviews (ESRs) and the Sector Undertakings**

The Annual Education Sector Reviews specify undertakings that manifest the concerns and priorities of stakeholders in the education sector. The convention Reviews calls for assessments of Government's financial commitment to education, the Ministry's budget performance and public expenditure management.

The Reviews also 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.

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.

### **1.1.11 Mid-term review of the ESIP (1998-2003)<sup>2</sup>**

In 2002, the Ministry's Education Planning Department (EPD) with the support of a consultancy team reviewed progress in implementing the ESIP 1998-2003 and recommended detailed revisions to its objectives and targets, and outlined a strategy for the sector up to 2015. These constituted an important element of the foundation for ESSP 2004-2015.

### **1.1.12 Department strategic plans**

Subsequent to the 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 were used as the basis of department work plans that follow from the Plan.

### **1.1.13 The National Poverty Eradication Action Plan**

The Ministry of Education and Sports' 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.

### **1.1.14 Process of developing the ESSP 2004-2015**

To develop the ESSP 2004-2015, the Education Planning Department 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 (SPM) 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

---

<sup>2</sup> Education Planning Department, MOES (February 2003), Mid-term Review of the Education Strategic Investment Plan (ESIP) in Uganda: Final Report.

included District Education Officers as well as representatives from the Ministry and members of the Education Funding Agencies Group (EFAG). 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.

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.

### **1.1.15 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 ten years (2004-2015).<sup>3</sup> This 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 first Plan (ESIP) elaborated on the "programme approach" to planning and implementation, that approach was more or less institutionalised. The **ESSP 2004-2015** assumed continuation of ESIP. Finally, as described in more detail below in Chapter 2, the **ESSP 2004-2015** shifted the emphasis from one of implementing Universal Primary Education, which was introduced in 1997, riveted the attention and resources of the sector to a more balanced concern for post-primary education and training and other sub-sectors as well as primary. Above all, it aimed at improving the quality of education - *what* participants learn and *how* they learn.

## **1.2 The Revised ESSP 2007-2015**

The decision to revise and update the strategic plan was prompted by addition of six new policy initiatives listed below to the education policy agenda since launch of the *ESSP 2004-2015*.

- (a) Bringing the *ESSP* into full conformance with EFA FTI goals (the *ESSP 2004-2015* had been designed to fit within financial constraints).
- (b) Implementing both local language instruction and a thematic curriculum in order to improve the quality and efficiency of primary education.
- (c) Assuring that all pupils successfully completing Primary 7 were assured access to either academic secondary education or *BTVET*.

---

<sup>3</sup> 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.

- (d) Strengthening science and technology education in the secondary sub-sector by providing science laboratories and well-stocked libraries in secondary schools.
- (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) Implementing new schemes of service for primary and post primary education and training.

### **1.3 Overall Policy Thrusts in the ESSP 2007-2015.**

The current major Education and Sports policy thrusts prioritise access, equity, quality, relevance and efficiency. As a result, the following policy thrusts have been incorporated in the plan:

- (a) Making significant and permanent gains in achieving equitable access to education at all levels,
- (b) Improving the quality of education and ensure an education system that is relevant to Uganda's development goals,
- (c) Enhancing the effective and efficient management of education service delivery at all levels;
- (d) Assuring universal access to primary education as well as to post primary education with a view to achieving equitable access to education at all levels and continuing support to Universal Primary Education (UPE) emphasising reducing school dropouts.
- (e) Improving considerably the quality of education at all levels, from primary to tertiary through, enhancing the capacity of Education Standards Agency, National Council for Higher Education, Uganda National Examinations Board and Nurses Examinations Board.
- (f) Enhancing the management of education and sports service delivery at all levels, particularly the district, through capacity building.
- (g) Developing the capacity of MoES to plan, program and manage an investment portfolio that will effectively and efficiently develop the education and sports sector.
- (h) Forging the private public partnership in the education and sports service delivery.
- (i) Strengthening the role of the central government (Ministry of Education and Sports) as the policy powerhouse for education and sports sector development.
- (j) Accelerating the Education Sector response to the HIV/AIDS at all levels.
- (k) Enhancing delivery of Education services in disadvantaged areas of Uganda.



## **1.4 CURRENT SITUATION OF UGANDA'S EDUCATION SECTOR.**

Currently, Uganda's Education Sector is characterized by the following sub-sectors; Pre-Primary and Primary Education, Post Primary Education and Training, Business, Technical, Vocational Education and Training (BTJET Teacher Education and Higher Education. Despite some challenges of inadequate budget allocations, the sector has made tremendous strides towards achieving sub-sector objectives.

### **1.4.1 Pre-Primary and Primary Education**

The implementation of UPE program has resulted into increased access from 3 million (1987) to 7,414,880 million children (2007).The growth of enrollment has increase demand on delivery in puts like classroom stocks, number of teachers, instructional material and teacher's houses. Despite registered successes of the UPE program, a number of challenges still exist such as; low completion rates; high drop out and repetitions; Head teacher, Teacher and pupil absenteeism, weak capacity for school inspection; and inadequate resources for infrastructure and instructional materials.

The sub-sector's respond to the quality concerns at Primary level, is being implemented through reinforcing the following initiatives; thematic Curriculum for lower primary, Customized Performance Targets (CPTs) for Headteachers and Deputies, Early Childhood Development (ECD) policy and quality enhancement initiative.

### **1.4.2 Post Primary Education and Training**

The secondary sub-sector has three types of schools (i.e. Government-owned, private sector-owned and community-owned). In 2007, according to EMIS government owned secondary schools are 911 (20%). Private schools are (69%). The third types of community schools are 504 (11%). There is also a very small number of international schools that deliver foreign curricula. 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. 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 has become more unequal, with the public sector not adequately targeting the poor.

A Medium Term Expenditure Framework (MTEF) is not able to adequately provide for the high cost of the transition to mass provision of secondary education even if efficiency measures were to be implemented vigorously and expeditiously. This can be partially attributed to the following;

- (i) Costly infrastructure development procedures that rely on larger contractors coupled with inadequate public funding for all eligible students
- (ii) A staffing policy that stipulates a ratio of graduate teacher to diploma teachers with specified teacher workload that is very adequate by international standards. (At least an average 22 hours of instruction a week). On the other hand low publicly-funded staffing ratios in elite schools that opt out of the USE program.
- (iii) How to expand publicly-subsidized secondary education without reducing the demand for fee-paid private secondary education and reducing household contributions to public sector secondary schools putting in consideration constraints on parental financial support through PTAs that may affect student welfare.
- (iv) The overloaded current secondary education curriculum. The need to rehabilitation majority of the existing government secondary schools as they are in a dilapidated and lack of instructional materials in secondary schools especially those schools in rural areas.

Despite the above constraints, the secondary education sub-sector continues to focus on the implementation of Universal Secondary Education (USE), the bursary scheme for bright but needy students and expansion of affordable designs and facilities including multi purpose science rooms to accommodate the growing numbers of students in the sub-sector. In addition, management and governance of secondary schools is being enhanced at school level.

### **1.4.3 Business, Technical, Vocational Education and Training (BTVET).**

The BTVET system comprises– public; private; and firm based training. There are 144 public institutions; about 600 private training service providers and 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, BTVET requires special attention.

The national vision is to develop a BTVET system that will enable greater access, and realization of the full potential of Uganda's human resources .For the benefit of the economy, Business, Technical, and Vocational Education and Training (BTVET) is capable of producing a competent and polyvalent workforce with practical work skills, entrepreneurship skills and orientation that are essential for employment.

Over the last five years, all BTVET institutions have experienced increases in students' enrolment and the demand is continuing to rise. However there is more social demand and less economic demand due to the biting poverty levels especially among the rural peasants and the urban unemployed. 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 raise both in the medium term and in the long run. In the 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 operationalization of the UVQF within the context of flexibility, accessibility, attractiveness, affordability, and relevance, both to employers and trainees. This will enhance equalization under BTVET that will result into skilled craftsmen being tested and qualified for certification.

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

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 enrollment per institution (i.e 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.

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.

Uganda has embraced the use of ICT in schools and the Ministry of Education and Sports has developed a policy on Information and Communication Technology for schools and institutions and one of the critical tasks of BTVET institutions is to adopt ICT related activities in their curriculum to enhance global knowledge sharing, and ICT information dissemination for development.

#### **1.4.4 Higher Education**

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 15% from 108,295 in 2004 to 137,190 in 2006. Universities continued to enroll the majority of the post secondary students. The five Public universities by 2006 enrolled 60.4% (56,005) while the private ones took 39.6% (36,600) of the total University registrations.

University education has attracted the majority of enrolment than other registered tertiary institution (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 to attain university education, student enrolment in science and technology at both private and public universities lags at less than 27% (2006)

which is below the minimum required 40% registration in science and Technology in order for a country to economically take off and participate in the global knowledge based economy.

Public funding to higher education has been declining overtime, i.e. (Government contribution of \$2,532 in 1970 to \$ 639 in 1985 per student and allocation less than 15% of the ministry budget). The funding of university education in Uganda has not matched the increasing student numbers that exceeds an average of 10% per year.

This has caused a lot of pressure on the existing old 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.

Equity enhancing initiatives under Higher Education continue to lead students into being admitted on government sponsorship to Public Universities under the Quota System of admission. Besides, these interventions, the subsector has also developed a Costed Strategic Plan for Higher Education, established a Quality Assurance Units and through National Council for High Education enforced a minimum requirement in Public universities for delivery of academic programmes.

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

#### **1.4.5 Teacher Education**

Government reorganizes the importance of teachers as backbone of Education. Teachers in Uganda are trained in PTCs, NTCs and Universities and this is complemented by continuous teacher development programs education, (e.g the ministry has reviewed the Primary Teacher Education Certificate curriculum to bring it in tandem with the emerging concerns in the sector. The reformed curriculum emphasizes pedagogy among other themes to enhance teacher competencies and deliver thematic curriculum at lower and upper primary classes). 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 psychosocial education.

Though there has been increase in the number of teachers graduating from colleges and universities, this is still short of the required numbers causing Pupil Teacher Ratio(2006) to be high( i.e Primary 67 and Secondary 29). In addition, teacher training collages lack adequate instructional materials, infrastructure and facilities in-terms of laboratories, library and ICT facilities,

classroom and books to train students in the required competences as a result the country lacks sufficient numbers of teachers to handle specific subjects e.g. mathematics and sciences. However, Teacher Education continues implementation of the policy of 100% government sponsorship of students joining Primary Teachers Colleges and also government sponsorship of 80% of students joining National Teachers Colleges. In order to improve on quality, the subsector has embarked on training of all the Pre-service students from the 45 Government aided PTCs on how to deliver the Thematic Curriculum.

The Scheme of Service for teaching personnel in the Education Service is also being implemented for the teaching personnel as a human resource framework for career progression and development of the teachers in the Education Service. It has been designed to addresses 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.

#### **1.4.6 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 (PES) 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 dissemination of this policy, the Ministry of Education and Sports expects all stakeholders to understand and play their roles for the promotion of sports. In addition, the ministry has undergone restructuring and adopted a policy to procure Physical Education & Sports equipment that will enhance its capacity to deliver its function and turn a new leaf in the sports sub sector.

**1.4.7** The Revised ESSP 2007-2015, is presented in two parts. Part one presents the main text. Part two presents nine annexes which contain: (1) guidelines for adopting new initiatives and projects, (2) learning achievements in primary and secondary education, (3) program objectives and strategies, (4) work plans for departments, semi-autonomous institutions and collaborating line Ministries, (5) draft monitoring indicators and outcome targets, (6) the simulation model for Uganda's Education System, (7) technical notes on Uganda's education sector simulation model, (8) implementation and management set up of the revised **ESSP 2007-2015**, and (9) analysis of recommendations of critical recent studies to be implemented in the revised **ESSP 2007-2015**.

## **2.0 POLICY OBJECTIVES OF THE REVISED ESSP 2007-2015.**

The policy objectives of the revised **ESSP 2007-2015** include:

- (a) increase and improve equitable access to quality education;
- (b) Improve the quality and relevancy of primary education;

- (c) Improve effectiveness and efficiency in delivery of primary education

The policy objectives are broad and all encompassing to meet the broad requirements of the Millennium Development Goals, Education for All 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. It 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 limited resources. Thus, the objectives of the revised as was the case for the earlier Education Sector Strategic Plan are necessarily broad and comprehensive.

## **2.1 Focus of the Revised ESSP 2007-2015**

The Revised Plan puts highest priority on solving three problems:

- (a) Children are not learning basic skills in primary school. The focus of the first strategic plan (1998-2003) was on getting all children into primary school - access. The focus of this plan at the primary level is to help pupils in primary school learn the basic skills of literacy and numeracy and life skills - quality. To achieve this objective (2.1) the Ministry will:
  - (i) Make the curriculum feasible and practical,
  - (ii) Adopt effective methods of instruction and train teachers in their use,
  - (iii) Devote more instructional time; consolidate other vocational and other subjects into less time,
  - (iv) Examine pupils only in reading, writing, and mathematics.
  - (v) Implement measures that minimize teacher and pupil absenteeism
- (b) 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:
  - (i) Revise the curriculum and improve instruction and assessment.
  - (ii) Make more efficient use of resources.
  - (iii) Reconfigure the post-primary sector, and centre Business, Technical and Vocational Education and Training (BTJET) on a qualifications framework.
- (c) The extraordinary large numbers of children who entered the school system in 1997 with the introduction of Universal Primary Education - 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 these levels in the next eight years cannot afford to pay these costs, which are much higher 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 among families of all economic status and among rural and urban families.

- (d) 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.

## **2.2 Objectives and sub-objectives**

The objectives and sub-objectives of the Plan, which are stated immediately below, provide its broad and comprehensive direction. The strategies and costing framework, which follow in the subsequent section, give direction to priority interventions intended to address binding constraints.

### **2.2.1 Objective 1: Increase and improve equitable access to quality primary education**

Uganda's development as a proud nation, a strong government, and a vibrant economy depends upon the eradication of poverty, the transformation of a subsistence-based agricultural economy into a modern agricultural, industrial, integrated and self-sustaining national economy, an elimination of HIV/AIDS and other deadly diseases, and a cessation of internal hostilities. The education of children and youth are essential contributions to these goals. Thus, one objective of the Plan is to build an education system that contributes to Uganda's national development goals in the context of globalization.

The Plan aims to accommodate dramatic increases in the rates of transition between the primary and post-primary sub-sectors and the post-primary and tertiary sub-sectors. The transition rate between Primary Seven (P7) and Senior One (S1) is expected to rise from about 45% to 90% over the timeframe of the Plan. The rate of transition from S4 to S5 is expected to rise to about 50% from 35%. 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 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 1, which addresses access problems and solutions, is sub-divided into three sub-objectives that are aligned with the three sub-systems: primary, post-primary, and tertiary, of the system. Indicators and targets of progress on this objective include enrolment rates and transition rates by gender, income quintile, geographic region, and rural/urban location (see Annex 5).

#### **2.2.1.1 Universal participation in a flexible basic education system**

The Plan supports the continuation of Universal Primary Education (UPE), so that all Ugandan children attend primary school without paying fees. This will entail expansion of the basic education system (covering pre-primary, primary and “O” level secondary education), including complementary programs for disadvantaged children and youth: those in poor, dispersed, and/or remote communities and in conflict areas, as well as individual children with physical disabilities. During the Plan period, the Ministry will take necessary steps to enact a law declaring primary education free and compulsory.

#### **2.2.1.2 Increased and equitable participation in a coherent and flexible post-primary system**

As currently structured, the post-primary system cannot accommodate all the P7 completers who wish to continue their education. The Plan calls for restructuring the post-primary system to give more participants competencies for the workforce and further education. It anticipates that the transition rate from P7 to S1 will increase from the current 45% to 90%. This increase 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 and enrol in BTVET courses.

#### **2.2.1.3 Expanded and equitable participation in a coordinated, flexible, and diversified tertiary system**

The National Council of Higher Education (NCHE) and the Ministry of Education and Sports (MoES) are in the final stages of developing a strategic plan (a master plan) that will help institutions accommodate more students by expanding and rehabilitating facilities and by making the system more flexible.

### **2.2.2 Objective 2: Improve the quality and relevance of primary education**

It is not enough that children enrol in school. Uganda needs citizens who can actively participate in their democracy, 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.

The first cohort that entered school under the Universal Primary Education (UPE) policy completed the primary level in 2003. But the high rates of attrition at each grade level mean that only a small percentage of those who entered have successfully completed primary school. A Ministry study of the UPE cohort shows high attrition rates. The 2.1 million pupils who enrolled in 1997 became 1.3 million the next year, then 1.1 million, 0.96 million, 0.83 million, 0.7 million, and 0.48 million in 2003.

Moreover, assessments of pupils' performance show low rates of mastery of literacy and numeracy skills. The trend of the most recent assessments of pupils' achievement published for the National Assessment of Progress in Education (NAPE)<sup>4</sup> undertaken in 1999, 2003, 2005 and 2006 show slight improvement in learning achievements though there was a decline in 2005 with about 32% of pupils tested inadequate. The assessment results are provided in *Annex 2*. The overall performance is still below average. In the 2006 study, about 39% of P3 pupils tested were "inadequate" in their performance in English reading and writing and in numeracy tests while over 71% were inadequate in oral English in 2003. Improvement was registered at P6 level. Over 52% were tested "inadequate" compared to over 67% in 2003 in English reading and writing, just under 30% in oral English, and over 56% in numeracy.

At the post-primary level as well, 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. A study conducted in 2002 reveals low scores in English and mathematics.<sup>5</sup> 40% were judged as failing Mathematics and 25% failing English on the tests given in the study (see *Annex 2*)

The sub-objectives of Objective 2 are also stated in terms of the three sub-systems and their functions in educating children, youth, and young adults. Indicators of progress on this sub-objective include dropout, repeater, survival, completion, and achievement rates by gender, income quintile, geographic region, and rural/urban location.

#### **2.2.2.1 Primary-level pupils mastering basic literacy (reading and writing), numeracy, and basic life skills.**

---

<sup>4</sup> National Assessment of Progress in Education, Uganda National Examinations Board (2003 DRAFT), the achievements of primary school pupils in Uganda in English literacy and numeracy.

<sup>5</sup> UNEB, School quality study in secondary and technical/vocational schools in Uganda (March 2002).

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.

### **2.2.2.2 Post-primary students prepared to enter the workforce and higher education**

The modern workforce, toward which Uganda is heading in important industrial and agricultural sectors, will require a different set of competencies than those 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 entering 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.

### **2.2.2.3 Tertiary graduates prepared to be innovative, creative, and entrepreneurial in the private and public sectors**

Only 2.7% of Uganda's youth between the ages of 19 and 25 are enrolled in higher education institutes, yet demand for access to this level of the system exceeds what is provided.<sup>6</sup> While this rate is expected to grow over the coming decade, it will remain the case that few Ugandans hold higher education credentials. Thus, public investment in higher education should be returned to society in the form of productive participation in private enterprises and public service.

---

<sup>6</sup> Draft Strategic Plan for Higher Education, November 2003.

### **2.2.3 Objective 3: Improve effectiveness and efficiency in the delivery of Primary Education**

The annual performance reviews of the Education Sector Review Workshops and recent tracking studies on the flow of and utilisation of available resources reveal considerable inefficiencies and wastage in the education system. This is of major concern, since the Ministry's financial resources are far below what it needs to meet its access and quality-related objectives. In the past nine years, the Ministry has made notable progress in decentralizing primary and post-primary education services, but much remains to be done before districts become effective managers of education. The Ministry has also put into place a series of policies and programs that will assure quality of services. It has also built the capacity of its planning and operations staff to set targets, adopts strategies, and implement interventions that move toward achieving objectives, but there is room for improvement. Thus, one objective of the revised Plan is to correct these insufficiencies and maintain an effective and efficient education sector and institutions.

The sub-objectives focus on improving management and administration, decentralization, quality assurance, and private-public partnerships. *Annex 5* provides indicators of progress on this objective.

#### **2.2.3.1 Decentralized authority, financing, and management of education services**

The Ministry has been moving toward decentralization of primary education since 1995. Progress varies among districts, though few have made a start at the post-primary level. The revised Plan supports a concerted effort to fully decentralize these services.

#### **2.2.3.2 Strengthened capacity of the Ministry - its agencies and institutions - to provide leadership and management**

The Ministry's capacity to plan, implement, and monitor programs has grown significantly in the last nine years since the inception of SWAp in 1998. As investments begin to include substantial developments at the post-primary (more especially as a result of the introduction of the universal post-primary education and training – UPPET) and tertiary levels, the Ministry's administrative staff will require even more sophisticated planning and management skills, and the system must be retuned 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 staffs.

### **2.2.3.3 Quality assurance and accountability throughout the sector**

The Revised Plan calls for a coherent system of standards and performance monitoring, which should be implemented within actual logistical and resource constraints. With regard to primary sub-sector, Government will implement a *Comprehensive Program on Enhancing the Quality of Primary Education in Uganda starting in February in academic year 2008*. This program has already been designed and agreed with all districts and municipalities and its implementation will be reviewed annually in January.

### **2.2.3.4 Formalizing and enhancing public-private partnerships in service delivery and capacity-building**

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. And the Ministry must interact with the international community and the agencies that offer external support.

## **3.0 STRATEGIES TO REACH THE OBJECTIVES OF THE REVISED ESSP 2007-2015**

The strategies in the Revised **ESSP 2007-2015** remain same as those of in the original **ESSP 2004-2015**. A few additions have been made to address the new policy reforms in the sector as outlined in Section 1.2 above. The revised Plan remains as broad and comprehensive as the original **ESSP 2004-2015**. It is subjected to the limited resource envelop and it is focussed on overcoming those constraints that keep it from functioning at an optimal level. It must clearly direct sufficient resources to those aspects of the system that are both critical and weak. Because resources are limited and not enough to build and maintain a perfectly functioning, fully funded system, the Plan reflects the choices of the Ministry. While it allocates an estimated sufficient amount of resources to some strategies, it allocates to others only a partial amount needed for full effectiveness.

### **3.1 Discussion of strategies and interventions**

The Sector will implement a number of strategies to address the emerging issues that prompted the recosting which include among others; the implementation of the Thematic curriculum and Universal Secondary Education. In the primary

subsector, government will roll out the thematic curriculum countrywide and also train teachers and headteachers for its implementation.

In secondary, Government will maximize access, improve equity and protect quality with improved management and efficiency through: (i) the projected increased resource allocation 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, (iv) introduction of double-shift teaching in over enrolled schools<sup>7</sup>, (v) planning for an accelerated program of low-cost classroom construction, (vi) plans for the provision of an initial stock of textbooks and instructional materials<sup>8</sup>, (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 National Teachers Colleges.

Under Tertiary education, reforms are being undertaken to address funding of tertiary institutions from in-put 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.

*Annex 3* presents a matrix of policy objectives, strategies, and interventions. The following narrative elaborates on the strategies found in *Annex 3*.

### **3.1.1 Objective 1: Increase and improve equitable access to quality primary education**

#### **Sub-objective 1.1: Universal participation in a flexible basic education system**

##### **Strategies**

##### ***(a) Support programs targeted to disadvantaged children and youth***

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 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

---

<sup>7</sup> Over enrolled schools are those with stream size of more than 60 students.

<sup>8</sup> 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.

them through its normal channels, (ii) draft and implement a costed plan for extending to these programs the staff establishment of districts and corresponding wage adjustments made in the periodic Medium-Term Budget Frameworks, (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 SNE teachers.

The Ministry could also consider 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 on conflicts on communities had included disruption of education services and school-age children left displaced and traumatized by events. The revised 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 to those teachers who are working in conflict areas.

***(b) Lower costs to families***

Government dramatically lowered the cost of primary education to many families with the introduction of Universal Primary Education (UPE) and Universal Post Primary Education and Training (UPPET). 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).

***(c) 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.

***(d) Expand and improve primary school facilities***

Using the School Facilities Grants (SFG), the Ministry will continue to expand classrooms, houses, 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.

## **Sub-objective 1.2: Increased and equitable participation in a coherent and flexible post-primary system**

### **Strategies**

#### ***(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 recent years, 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 per term, (ii) consolidating subject matter into fewer courses, (iii) having a nationally approved limited list of core textbooks as opposed to school-based lists<sup>9</sup> (iv) increasing standard minimum class size and rationalizing teacher work loads, (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. These measures will also help improve the quality of instruction.

#### ***(b) Reconfigure the post-primary sub-sector***

During the eight-year timeframe of the revised **ESSP 2007-2015**, the Ministry will 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.

**General Secondary.** 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

---

<sup>9</sup> 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.

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.

To achieve mass secondary education, the Ministry introduced universal post primary education and training (UPPET) 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.

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.

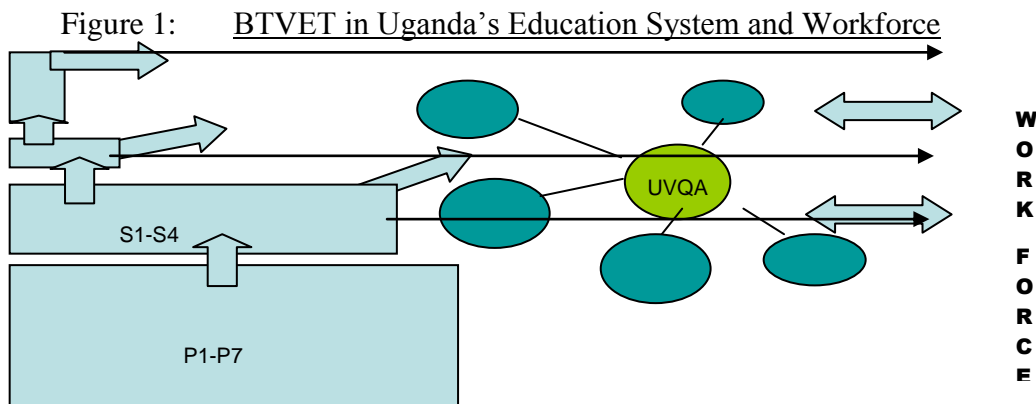
**BTJET.** In order to provide larger numbers of learners with timely acquisition of vocational skills, BTJET will be organized within the framework of the Uganda Vocational Qualifications Framework/Authority (UVQF/A) for assessment and certification of occupational competencies. The UVQF/A will articulate 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/A. The primary seven enrolling BTJET institutions constitute one of the two components of the UPPET program. Under the UPPET, 10% of all those who successfully complete primary seven have the opportunity to pursue BTJET courses in Government post-P7 BTJET institutions. The target transition from senior four to post-S4 BTJET is 30%, while it is 50% at post-S6.

This new BTJET 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, but they will be open to all learners who have the requisite skills and knowledge to enter.

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 BTJET system.



Figure 1 below depicts in a simple graphic the relationship of such a BTVET system to the rest of the system.



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.

***(c) Expand, equip, and improve post-primary school facilities***

Since Uganda's commitment to the goals of Education for All, which stress participation in basic education at the primary level, and even more, since the advent of Universal Primary Education, the post-primary sub-system has suffered from insufficient funding. This has resulted most notably in a deterioration of the physical infrastructure. That system, however, served only a small portion of the population; demand for post-primary education has grown impressively and will continue to grow as the UPE bulge moves into that level. 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 ICT. The Ministry will rehabilitate, equip, and optimize use of existing BTVET training facilities to provide modular courses and give some support to private providers of BTVET.

***(d) Improve equity in the participation of girls and needy students***

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 with applying the policy of affirmative action especially in the civil war-ravaged area of Northern Uganda.

There are individual children throughout the country with special needs, due to 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.

**Sub-objective 1.3: Expanded and equitable participation in a coordinated, flexible, and diversified tertiary system.**

**Strategies**

***(a) Restructure the tertiary system to increase coherence and flexibility***

The Ministry established a National Council for Higher Education, 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 Ministry of Education and Sports 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 UPPET 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 and other universities. Because of the academic independence of these institutions and the mingling of public and private funds, it is extremely difficult to account for how public

funds are spent. To address this problem, the Ministry will direct a higher portion of funds to students rather than institutions, allowing it to specify the disciplines in which these funds are focused (science and technology). This change will also make the market for higher education more demand-driven by allowing students to enter the public or private institution that offers courses that meet their needs, thus leading to better quality and more attractive programs.. 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.

### **3.1.2 Objective 2: Improve the quality and relevance of primary education**

#### **Sub-objective 2.1: Primary-level pupils mastering basic literacy (reading and writing), numeracy, and basic life skills**

##### **Strategies**

##### ***(a) Improve the instructional processes that lead to students' achievement of literacy, numeracy, and basic life skills***

This high-priority strategy comprises five major 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 take 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 classes and streams. This may entail in some schools merging smaller classes at the upper levels into multi-grade instruction in order to break up classes at lower levels into manageable 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. Thus the revised Plan moves away from the ESIP's (1998-2003) use of pupil-to-classroom and pupil-to-teacher ratios as key targets and conditions for disbursement of funds. It replaces these with indicators and targets related to class size (*See Annex 5*).

- (iv) 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 and time when the medium of instruction will change to English. This practice is highly recommended, as it is now incontrovertible that learners can master literacy in a second language (English) more readily if they learn first 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.
- (v) 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 will entail 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 pacing of instruction. Implementing this reform has necessitated and 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.
- (vi) Teachers need to continually assess the progress of pupils and provide remedial help when pupils fall behind. The Uganda National Examinations Board (UNEB) is developing grade-level tests of literacy and math skills, and it 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.
- (vii) Such pupils need immediate attention. Schools will be helped to organize their resources to provide remedial work for them.
- (viii) The Ministry will also design and train teachers to use curricula and instruction methods and materials that are appropriate for pupils in conflict areas.

***(b) Strengthen the teaching force***

The second strategy for helping primary pupils achieve their education goals is the continuing improvement of teaching. This includes a continued effort to recruit teachers and teacher-trainees. It is expected that by end of 2007, the untrained/licensed teachers in the primary school system should have completed their in-service training through the TDMS, though there will continue to be some untrained teachers taking posts. Teacher Education Department will shift its focus to *reviewing PTE Curriculum*, enrolling and training teachers in Primary Teachers Colleges (PTCs). The 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 tutors to meet the requirements of growing enrolments and teaching staffs. To create a more efficient link between Coordinating Centre Tutors (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.

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 as agreed at the October 2007 Education and Sports Sector Review) and provide them with a full complement of trained staff, equipment, furniture, supplies, and facilities. Management of PTCs will be improved. The Ministry will continue to improve the conditions of service of primary teachers, including the introduction of a new scheme of service (Strategy 3.1.3).

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

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.

The Ministry will work with the private sector to provide pre-primary education. It will establish and disseminate an early childhood development policy framework and a learning framework for private pre-primary centres. 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. 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.

In addition, the Ministry will work with schools and local authorities to discourage parents from enrolling underage children in P1 i.e. five years and below, who have not yet achieved the necessary learning competencies and who thus are exposed to failure, repetition and early dropout. Such children are not developmentally ready to read and write and who thus waste teachers' time and efforts. Besides, this constitutes a lot of wastage as many under aged children repeat P1 and are likely to be the major source of the highest repetition rate at that level. For children who enter school with little or no exposure to reading, pre-reading materials and other readiness skills will be part of the curriculum of Primary 1. Regarding late age entry to P1, the Ministry will work with local authorities to encourage parents to enrol children at right age and support older children that enrol for P1 to catch up. This will also included in the PTE curriculum.

**Sub-objective 2.2: Post-primary students prepared to enter the workforce and higher education.**

**Strategies**

***(a) 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: 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.

These competencies are only a small part of both the general secondary and BTVET curricula, and are not the focus of exams. 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 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.

**General Secondary.** 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 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 workforce. The new curriculum will enable learners to acquire specific vocational skills once they enter the world of work. This is not meant to “vocationalise” the post-primary curriculum by adding training for specific vocations.<sup>10</sup> 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.

Like the curriculum revision at the primary level, 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 repurchasing 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.

The revised Plan calls for reducing students’ course loads from 18 to five or six, including required core courses and electives, and ultimately rationally reducing the curriculum menu 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. This can be achieved over the long term by integrating the critical subject matter of many courses into fewer courses. 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.

**BTVET.** As described in Section 1 above, the S1-S4 course of study for post-primary students will be complemented by a BTVET system centering on the Uganda Vocational Qualifications Framework/Authority. Learners will take courses within this framework/authority to acquire skills relevant to specific occupations. These courses will be aligned with human resource requirements of all sectors and the labour market.

---

<sup>10</sup> (Such training will be provided through the UVQF/A (see Strategy 1.2.2 above and subsequent paragraphs in this section).

In order to provide larger numbers of learners with timely acquisition of vocational skills, BTVET will be organized within the framework of the Uganda Vocational Qualifications Framework/Authority (UVQF/A), which will articulate course objectives with corresponding job qualifications and certify learners' fulfilment of course requirements. This new BTVET framework will complement the post-primary general curriculum for all students. Most courses will be aimed at students who have completed four years of general secondary, but they will be open to all learners who have the requisite skills and knowledge to enter. In the medium term of the revised Plan, the Ministry will implement training programs for successful P7 completers in the existing forty six P7-enrolling BTVET institutions (i.e. 20 Technical Schools, 4 Farm Schools and 16 Community Polytechnics).

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. 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. The Ministry will increase the supply of training materials through matching subsidies and seed funding for a textbook rental scheme. It will construct, equip and manage workshops in existing BTVET centres.

***(b) 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 other system 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 National Teachers Colleges (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 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



**Sub-objective 2.3: Tertiary graduates prepared to be innovative, creative, and entrepreneurial in private and public sectors**

**Strategies**

***(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 Information and Communications Technology (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 National Council of Higher Education 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 National Council of Higher Education 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).

**3.1.3 Objective 3: Improve effectiveness and efficiency in the delivery of Primary Education**

**Sub-objective 3.1 Decentralized authority, financing and management of education services**

**Strategies**

***(a) Schools manage instructional programs, staff and other resources and become accountable to their communities***

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. Coordinating Centre Tutors and District Education Officers (DEOs) will help schools develop and implement School Improvement Plans. 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.

Schools will be encouraged to publish the results of regular 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 will introduce and enforce the implementation of the Customized Performance Targets scheme for head teachers aimed at enhancing their performance and compliance to set learning achievement targets.

***(b) District Education Offices deliver educational services, help schools comply with standards and regulations, and monitor regularly and report accurately on school performance***

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 help communities hold schools accountable for the performance of students and to the Ministry for compliance with standards, regulations, and reporting procedures.

The Ministry will introduce District League Tables to enable local governments 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 ratios 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. 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 Ministry will also enforce customised performance targets and put in place a system to reward good performing districts and schools.

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 programs. The Education Planning Department will continue to play a key role in these strategies. The Education Management Information System (EMIS) will collect, analyze, and report data on schools for use by decision-makers. The Uganda National Examinations Board (UNEB) will take the lead in instituting a coherent assessment strategy that includes day-to-day 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.

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.

*(c) The National Council for Higher Education governs the tertiary system*

The Council regulates and guides the establishment and management of institutions and regulate the quality of instruction and other services.

**Sub-objective 3.2: Strengthened capacity of the Ministry - its agencies and institutions - to provide leadership and management**

**Strategies**

*(a) Provide administrative staff with needed resources and tools*

The Plan will provide central administrative staff with the 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.

The Teacher Education Department and Kyambogo University will continue to train head teachers and principals in supervision and management skills and provide incentives for their use.

***(b) Accommodate cross-cutting initiatives as they appear***

Crosscutting initiatives, including girls' education, HIV/AIDS awareness and impact, agricultural education, career guidance and counselling, peace and human rights education, gender equality, 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 Plan includes guidelines for adopting crosscutting initiatives and procedures for incorporating them into the system and curricula (*Annex I*). 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.

**Sub-objective 3.3: Quality assurance and accountability throughout the sector**

**Strategies**

***(a) 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 Education Standards Agency (ESA) 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. District Inspectors of Schools (DISs) will regularly inspect and report on schools' compliance with standards, regulations, and reporting procedures. ESA should enforce the required two (2) minimum 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 National Assessment of Primary Education (NAPE)

to regularly assess that sub-sector's performance. The Ministry will also use regional and international assessment instruments to assess system performance.

***(b) 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. Institute a coherent and feasible system of standards and performance monitoring.

**Sub-objective 3.4: Partnerships between the Ministry and other agencies in service delivery and capacity-building**

**Strategies**

***(a) Formalize, build and enhance public-private partnerships in service delivery***

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 School Management Committees 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 in BTVET, and train and contract with employees to provide on-site training. As described above, it will also support and encourage NGO programs for disadvantaged groups and in conflict areas.

***(b) 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 Ministry of Education and Sports will also collaborate with other ministries in the provision of Early Childhood Development (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 Education Funding Agencies Group (EFAG) to look to this group from time to time for technical support.

### **Sub-objective 3.5: Critical studies for enhancing of efficiency and effectiveness**

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.

The following are some of the critical studies to be undertaken: (a) establish why Government teachers are not deployed in sufficient numbers to the neediest districts, (b) a survey of PTCs and CCs to estimate the unit costs and the classroom effectiveness of qualified teachers produced by these two different modalities. Among others, the outcome of this study should determine number of PTCs to be retained, and provide credible proposals for resourcing them, (c) determine future demand for teachers, taking account of teacher attrition, demographic change, and policies concerning the pupil-teacher ratio and other factors that affect demand, (d) develop and introduce systematic performance indicators and measures of labour market outcomes in the BTVET sector (by among others carrying out tracer studies and surveys on employment outcomes) to improve information gathering and dissemination on private sector contribution, and (e) a survey to generate basic information on the size and nature of the private sector education institutions, especially at post primary education and training.

## 4.0 COSTS AND FINANCING

### 4.1 Policy Environment

The activities outlined in the **ESSP 2004-2015** are estimated to cost Government Ug. Shs.13,174.27 bn (63%) of the total education cost. The private enterprises, households and charitable organizations will contribute a total of Ug. Shs. 7,737.27 bn (37%) of total education cost. The plan has a shortfall of Ug. Shs. 4,059.6 bn for 8 years representing an annual gap of Ug. Shs.507.5 bn for the entire education sector. With regard to basic i.e. primary and lower secondary, the estimated cost to government is 7,340.74 bn. 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. 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-FTI targets and MDGs by the year 2015.

### 4.2 Enrolment Growth

Participation in education is projected to increase sharply over the next eight years (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 by over 100 percent (i.e. from 503,531 in 2008 to 1,054,815 in 2015). Primary 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. The number of primary school pupils who must repeat classes is expected to decline i.e. average repetition over the eight years of study is projected to reduce from 13% in 2008 to 8% in 2015. While the drop outs over the seven years of study is projected to decline from 7% in 2008 to 2% in 2015. Most importantly for costs, the reforms to primary education will lead to an annual increase in the number of students

qualified to enter academic secondary education to about 80% by 2015 - a gain of 7% percent. That is, under the revised Strategy, using UNEB pass rate of 80%, a total of 3.94 million pupils will qualify for entry in academic secondary over the plan period.

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 UPPET 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 1 provides details on total enrolment by sub-sector and level of education in the next eight years

**Table 1: Projected Enrolment by Sub-sector, Level, and Year, 2008-2015 (Thousands of Persons)**

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	8,531.2	8,982.9	9,448.2	9,953.4	10,529.2	11,081.8	11,630.5	12,229.3
Secondary	1,059.2	1,215.7	1,424.5	1,650.1	1,901.2	2,119.5	2,395.6	2,723.8
O' Level	919.0	1,069.2	1,261.9	1,452.5	1,665.0	1,840.2	2,052.8	2,315.2
A' Level	140.2	146.5	162.7	197.6	236.2	279.3	342.8	408.6
<b>BTVET</b>								
<i>Post-P7</i>	39.7	36.6	41.4	46.4	50.0	55.1	61.9	70.0
<i>Post-S4</i>	82.2	103.1	123.1	144.7	167.8	201.4	234.8	264.0
Other BTVET	9.1	9.2	9.3	9.4	9.5	9.6	9.7	9.8
Higher/Tertiary	77.0	83.0	89.2	96.8	114.8	132.1	157.4	189.4

Accelerating the pace at which access to secondary education is expanded will, by itself, result in a total increase in O-level enrolment of 12,575.8 million students between 2008 and 2015.

The reform agenda will also result in greater demands for admission to A-level and tertiary education. Between 2008 and 2015, more than 200,000 students (i.e. from 71,109 to 214,899) will qualify for admission to either A-level studies because of the increased output of students. 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. The projected increase in upper secondary (S5-S6) enrolment between 2008 and 2015 is 1.88 million.



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. The total enrolment in BTVET would be about 1.79 million students over the period 2008-2015.

### 4.3 Costs

Implementation of the revised ESSP (2008-2015) is estimated to cost Ug. Shs. 13,174.27 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 primary sub sector where expenditures are projected to rise from Ug. Shs. 505.5 bn to Ug. Shs. 1,179 bn. At the other extreme, expenditures for BTVET education are 443.97. While spending on secondary education increases by about 64% percent (i.e. from Shs. 189.73 bn to Shs. 540.99 bn), the share of total government expenditure going to tertiary education increases, from Ug. Shs. 138.7 bn to Ug. Shs.297.95 bn

Table 2 provides details on the total costs (Government and private) by sub-sector and central administration activities.

**Table 2: Total Costs by Sub-sector, Central Activities (Billion of Uganda shillings)**

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	505.49	732.22	790.46	880.06	968.36	1,032.65	1,179.34	1,253.12
Secondary	189.73	382.75	407.17	418.04	442.16	472.71	540.99	533.52
BTVET	35.29	40.44	50.06	62.25	73.50	85.26	97.17	89.55
Tertiary	138.70	159.93	176.52	195.23	224.73	254.89	297.95	352.84
Others	11.64	12.23	12.84	13.48	14.15	14.86	15.60	16.38
<b>Total</b>	<b>880.9</b>	<b>1,327.6</b>	<b>1,437.0</b>	<b>1,569.1</b>	<b>1,722.9</b>	<b>1,860.4</b>	<b>2,131.1</b>	<b>2,245.4</b>

A very large fraction of the increase in planned expenditure is required to implement a new system of compensation for teachers and school administrators. The new scheme of service aims to provide a structured career for teachers in order to improve retention and motivation. The revised Strategy provides Ug. Shs. 831.62 bn more for wages and salaries for primary over the period 2008-2015. Most of this increase would be used to improve wage and salary levels.

Table 3 presents details on the projected sub-sectoral Government expenditure shares for in the next eight years, not constrained within the available LTEF provisions.

**Table 3: Sub-sectoral shares in required Government Expenditures on Education**

	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16
Primary	57%	55%	55%	56%	56%	56%	55%	55%
Secondary	22%	29%	28%	27%	26%	25%	25%	25%
BTVET	4%	3%	3%	4%	4%	5%	5%	5%
Tertiary	16%	12%	12%	12%	13%	14%	14%	14%
Others	1%	1%	1%	1%	1%	1%	1%	1%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

33.5 percent of the total recurrent education budget is expected to be spent on inputs other than wages and salaries. Recurrent expenditure requirements are 73% of the total expenditures (refer to Annex 6 for details on costs in the Simulation Model). In the academic secondary sub-sector, 43 percent of the recurrent budget (i.e. non-wage) is expected to be spent on such items as capitation grants, Assessments, Inspection, Monitoring and Evaluation, Bursaries, Studies and cross cutting issues. Capital spending is projected to be about Ug. Shs. 3,545.62 bn i.e. 26% of the total expenditure over the plan period 2008-2015. This increase reflects both rapid expansion of enrolment at both the primary and secondary levels. Growth in enrolment in BTVET would require Ug. Shs. 233.55 bn in capital spending.

#### **4.4 Financing the REVISED ESSP 2008-2015**

##### **4.4.1 The Sector LTEF and anticipated private sector contribution**

###### **4.4.1.1 The Sector LTEF**

Uganda's Long-Term Expenditure Framework projects that Ug. Shs. 9,114.64 billion will be available to finance the provision of education over the period 2008-2015. The annual allocation increases from Ug. Shs. 767 bn in 2008 to Ug. Shs. 1,530 bn in 2015 - an increase of 99 percent.

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. These policies imply that the total demand for public expenditures for education would be Ug. Shs. 13,174.27 bn. This means that the **budget shortfall** for the next eight years is Ug. Shs. 4,059.6 bn or 30.8 percent of planned expenditures. This represents an annual deficit of 507.5 bn (equivalent to about US \$ 0.31 billion).

#### 4.4.2 *LTEF expenditure priorities and sub-sector budget shares*

##### 4.4.2.1 *Recommendations on LTEF 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 enrollment 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 labor 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 labor 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.

#### **4.4.2.2 Recommendations on LTEF sub-sectoral budget shares 2008-2015**

The budget shares proposed below are based on the evidence that wages and the recurrent support costs constitute 90% of the total primary budget. This therefore, leaves no room for reduction of the total budget for primary. This trend is projected to persist in the future years. The simulation model generates an expenditure share for primary of not less than 55% in 2015/16 while currently primary share of the available budget is 60%. The plan proposes that the share of primary be kept at least 60% if the sector is to be able to improve the quality of primary education and sustain the gains in access.

With regard to secondary, the plan proposes to maintain secondary at 23%. This is due to the growth in enrolment numbers as a result of Universal Secondary Education. (i.e. from 814,087 in 2006 to 1,059,244 in 2008). The growth in enrolment increases the expenditure on the wage bill, provision of facilities and capitation grants.

The proposal is to keep funding for BTVET and Tertiary at a constant in real terms by applying a growth factor to cater for inflation and enrolment numbers. This is so because the primary sub-sector funding is dictated by the wage while that for secondary will be dictated by the expansionary policy of UPPET. The budget share for primary sub-sector will remain high due to the existing constrained LTEF. If however, more resources are found and programmed in the LTEF for UPPET, then the budget share for the primary sub-sector will decrease while the secondary sub-sector share will correspondingly increase. Basing on the above, the recommended sub-sectoral budget shares are shown in Table 4

**Table 4**  
**Budget Shares for the Sector by Sub-sector**  
**(Expressed as percentage of total sector budget)**

<b>Sub-sector</b>	<b>2007/08</b>	<b>08/09</b>	<b>09/10</b>	<b>10/11</b>	<b>11/12</b>	<b>12/13</b>	<b>13/14</b>
Primary	59%	59%	59%	59%	59%	59%	59%
Secondary	23%	23%	23%	23%	23%	23%	23%
BTVET	6%	6%	6%	6%	6%	6%	6%
Tertiary	10%	10%	10%	10%	10%	10%	10%
Others	2%	2%	2%	2%	2%	2%	2%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

The budget shares in table 3 are not substantially different from the expenditure shares generated in the simulation model in table 3.

#### **4.4.3 Closing the funding gap**

The budgetary shortfall of Ug. Shs. 4,059.6 bn (approximately US\$ 2.46 bn) cannot be closed entirely through greater tax revenue support for education. In order to meet the costs of providing education, it will be necessary not only to strengthen public-private partnerships in the sector, but also to reduce costs. Budget items to offer possible opportunities to lower costs include:

**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 FTI 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/FTI targets. In addition, the EFA/TFI 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 schools<sup>11</sup> , (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 materials<sup>12</sup>, (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).

**BTVET**, the pace of expansion of certificate BTVET courses should be critically assessed. Providing modular rather than certificate course, together with acceleration of development of the Uganda Vocational Qualifications Framework (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. The projected cost of expanding the physical infrastructural capacity of the BTVET system presently represents Ug. Shs. 1,316bn (42 percent of the BTVET budget share) over the period 2008-2015

#### **4.4.4 A sustainable financing framework within EFA FTI 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 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-FTI goals and emerging major national policy initiatives. Some of the possible cost-saving measures are presented in subsequent sections below.

---

<sup>11</sup> Over enrolled schools are those with stream size of more than 60 students.

<sup>12</sup> 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.

#### 4.4.4.1 Enhancing Public-Private Partnerships

The **ESSP 2008-2015** estimates the private sector (primarily households) contribution to be 36.8 percent of the total cost of providing education to Ugandans. This represents 40 percent of estimated household income by the year 2014 (see affordability analysis table 1). If the private sector is to contribute to that extent, then 90 percent of the shortfall in funding will be assured. However, this conclusion is qualified by the need 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.

Table 5 below presents affordability analysis.

**Table 5: Affordability Index**

	<b>08-09</b>	<b>09-10</b>	<b>10-11</b>	<b>11-12</b>	<b>12-13</b>	<b>13-14</b>	<b>14-15</b>
Index of Income Per Capita	1.148	1.188	1.229	1.272	1.317	1.363	1.411
Index of Private Cost of Education Per Capita	1.583	1.611	1.771	1.756	1.812	1.910	2.018
Affordability Index	1.380	1.356	1.441	1.381	1.376	1.401	1.430
Percentage Increase (Decrease in Cost)	38.0%	35.6%	44.1%	38.1%	37.6%	40.1%	43.0%

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*)

#### 4.4.4.2 Staggering the intake of some BTVET courses

The Ministry of Education and Sports working with relevant agencies like the National Planning Authority (NPA) 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.

#### **4.4.5 Recommendations on coping with operations without PAF protection**

The Revised Strategic Plan 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.

### **5.0 IMPLEMENTING THE UPDATED ESSP 2007-2015**

#### **5.1 Institutional set up**

The revised ESSP is organized as the previous **ESSP 2004-2015** and it will be implemented within the Ministry's current procedures for planning, budgeting and annual reviews in order to meet the requirements of the EFA-FTI: The Education Planning Department (EPD) will continue the process, begun after the first Education Sector Budget Working Group Workshop of March 22<sup>nd</sup>-24<sup>th</sup>, 1998 of revising the Medium-Term Budget Framework (MTBF) to conform to the ESSP. The second and third years of the current MTBF (2008/09 and 2009/10, will reflect the updated ESSP 2007-2015. The MTBF will be revised every year to reflect revisions to the strategies and interventions of the revised ESSP. 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. Details on the institution set up of the sector are given in **ANNEX 5**.

The draft indicators and outcome targets (**see Annex 4**) laid out in the revised ESSP are in line with the sector strategic objectives, which will guide the implementation of the Plan. Different sub-sectors (and departments) will develop and periodically update work plans, in line with the relevant policy objectives. These workplans shall spell out initiatives/interventions to be carried out in the medium term and long term.

Primary education is a decentralised service and the decentralised framework governs its implementation. Other levels of education are virtually centralised. 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 (LGs) shall oversee implementation of the decentralised programs and activities translating from the Plan. Schools and institutions are the level at which the education and training service is delivered. Head teachers and their deputies will be responsible for school-level supervision of the



teaching and learning process. 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. 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.

The technical capacity to implement the Plan is available within the Sector, while the SWAP framework through which the Plan will be implemented enhances the institutional capacity. One key constraint envisaged in the implementation of the plan is the fact that some of the education service is decentralised. The decentralization policy presents challenges in ensuring accountability and timeliness. It is hoped that penalising errant officers will serve to mitigate this constraint. Another capacity constraint is the limited resources available within the LTEF ceilings.

## **5.2 Monitoring & Evaluation Framework**

The Ministry of Education & Sports acts as a co-ordinating 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. The Monitoring and Evaluation Framework measures progress in achieving priority strategic sector objectives (Access, Equity, Quality and Efficiency) and the following activities are routinely carried out:

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

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.

### **5.3 Fiduciary safeguards**

The Government of Uganda has made significant improvements in Public Financial Management and the Procurement System with the enactment of the Public Finance and Accountability Act (PFAA) 2003 and the Public Procurement and Disposal of Public Assets Act 2003, which became operational the same year and are implemented through the relevant Financial and Procurement Regulations.

The Public Financial and Procurement Regulations are applied at the centre including all government agencies and Ministries, and at the decentralized Local Governments level. They are implemented through the Integrated Financial Management System (IFMS) and Contracts Committees. This ensures the promotion of good financial and procurement arrangements at all levels of government. It also promotes improved reporting.

With regard to financial management, the Commitment Control System (CCS) initiated by Government as part of the financial reforms ensures that all public expenditures and procurements are executed against budgeted resources, and the creation of arrears is not permitted. The Education and Sports sector also holds Annual Sector Reviews with all stakeholders where the planned activities are reviewed against targets and the actual performance is scored against the set indicators. This helps the sector to plan, budget and set more realistic targets for the next financial year and review. Further, the Public Expenditure Tracking Studies (PETS) help the sector to track the timeliness and value for money utilization of the released resources. As of August 2007, the sector had undertaken a total of six PETS.

Internal controls with regard to financial management in the Education and Sports Sector are achieved through the services of the Internal Audit Unit. For the external audits, the Office of the Auditor General and the Public Accounts Committee of Parliament perform this function for the entire government including the education sector.

In addition, starting with July 2007, all Government payments' system were upgraded to the "Electronic Funds Transfer" (EFT) system. The payment processing procedures for the centre and all Local Governments utilize the Integrated Financial Management System to effect the EFT. The key benefit of this EFT system is the prompt and direct remittance of payments to all Government suppliers and employee's bank accounts. Therefore, the adoption of EFT payment system further demonstrates the Government's commitment

towards the improvement of efficiency, transparency and accountability in public expenditure management.

The Education and Sports Sector's management of external resources is undertaken through the Long-term Sector Strategic Plan (ESSP 2007-2015) and the Medium Term Expenditure Framework (MTEF), which is translated into the Medium Term Budget Framework (MTBF) at the sector level. The MTEF is a three-year rolling plan with integrated ceilings which in turn provide the sector with ceilings, within which the external resources from donors are managed. Similarly, the MTBF is a three-year annual rolling plan with MTEF ceilings transformed into the maximum resource envelope available matched with priority expenditures by vote by programmed and by activity.

#### **5.4 Environment impact assessment**

The implementation of the revised ESSP is not expected to make a negative contribution to the environment and to the community. All the planned activities including those that impact directly on the national environment such as provision of construction materials (bricks, roofing timber, etc) shall be implemented in accordance with the existing national environmental legislation to minimise negative effects they cause on the biophysical and human environment.

## **ANNEXES**

**Annex 1: Guidelines for Adopting New Policy Initiatives and Projects**

**Annex 2: Learning Achievement Scores for Primary and Secondary Education**

**Annex 3: Policy Objectives and Implementation Plan**

**Annex 4: Draft Monitoring Indicators and Outcome Targets**

**Annex 5: Simulation Model of Uganda's Education System**

**ANNEX 6: Technical Notes on Uganda's Education Simulation Model**

**ANNEX 7: Revised ESSP Implementation and Management Institutional Set up**

**ANNEX 8: Analysis and Recommendations from Critical Recent Studies in Revised ESSP 2007-2015**

---

<sup>i</sup> Government has formulated a primary education quality enhancement program to be implemented in schools starting 2<sup>nd</sup> academic term in May 2008.