



Ministry of Education and Sports

Education Sector Strategic Plan 2004-2015

**Education Planning Department
June 2004**

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1.0 INTRODUCTION

This is the Education Sector Strategic Plan (ESSP) of Uganda's Ministry of Education and Sports. The Plan covers the fiscal years 2004/05 to 2014/15, and it succeeds the Education Strategic Investment Plan (ESIP) of 1998-2003. The Plan is presented in two parts. Part one presents the main text. Part two presents five annexes which contain: (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 *Purposes of the Plan*

The Plan has three purposes:

- (a) To help the Ministry fulfil its mission, which is “to support, guide, coordinate, regulate and promote quality education and sports to all persons in Uganda for national integration, individual and national development;”¹
- (b) To guide all sub-sectors in their regular medium-term and annual planning and budgeting exercises; and
- (c) To help the Ministry of Education, 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.

1.2 *Economic context of the Plan*

A critical problem facing Uganda is that it does not have enough men and women with the competencies needed to achieve its development goals. Yet the anticipated rate of economic growth (GDP) is not enough to expand the education system over the next ten years to meet the demands of a rapidly growing school-age population.

1.3 *Demographic Trends*

The school-age population is 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 indicate that high birth rates have continued. The number of children reaching school age is now expected to increase by 40% - 67,000 children - over the decade between 2004 and 2014. Moreover, these projections reflect the fact that half of the

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

cohorts reaching age six by 2007/08 have already been born; only half of the cohorts have not yet been born.

1.4 *The Long-Term Expenditure Framework*

The Ministry of Finance, Planning and Economic Development anticipates that the budget for education will increase by 76% between 2003/04 and 2013/14. This projection will be driven by rapid GDP growth. The Ministry expects the rate of growth to rise from 5.0% in 2003/04 to 6.4% in 2013/14. These growth projections reflect the assumption that private investment will increase sharply as the financing of the public debt absorbs a shrinking share of rising savings. Private consumption is projected to increase by an average rate of 5.3% a year over the decade. Population growth is assumed to average 3.56% a year. Thus per capita consumption is predicted to rise by 1.7% a year.

The share of education in total government expenditure is expected to increase from 19.4% to 21.2% as expenditures for security, interest payments, public administration, economic functions and social services fall.

1.5 *Sectoral context for the Plan*

The second Education Sector Strategic Plan is based on government's White Paper for Education, its long-term commitments to the international community, and on the medium-term goals and plans and current undertakings of the Ministry of Education and Sports.

1.6 *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; promote scientific, technical and cultural knowledge, skills, and attitudes; eradicate literacy and equip individuals with basic skills and knowledge and with the ability to "contribute to the building of an integrated, self-sustaining and independent national economy."

1.7 *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 will be 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. The Education for All goals (set in Jomtien in 1990 and reaffirmed in Dakar in 2000) include completion of free and compulsory primary education of good quality, equitable access by all children, elimination of gender disparities, and achievement of measurable learning outcomes, especially in literacy, numeracy, and essential life skills.

1.8 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 recent Education Sector Reviews (May and November 2003), the Mid-term Review of the first ESIP (February 2003), the logical framework/strategic plans drafted by departments subsequent to the Mid-Term Review, and the Poverty Eradication Action Plan (PEAP), finalized in December 2003.

1.9 Education Sector Reviews (ESRs) and current undertakings

The ninth and tenth Education Sector Reviews (held in 2003) specified undertakings that manifest the concerns and priorities of stakeholders in the education sector. In the convention of previous reviews, they call for assessments of government's financial commitment to education, the Ministry's budget performance and public expenditure management. The reviews have also focused 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 have assessed progress in teacher recruitment and the development of strategic plans for higher education and for student assessment.

Undertakings reviewed by the ninth ESR included the establishment of an Instructional Materials Unit and a Construction Management Services Unit. Those presented by the tenth ESR for action within the coming year included an assessment of non-formal education program resources for disadvantaged groups of children and the establishment of the Uganda Vocational Qualifications Framework.

These ESR records indicate the current priorities of the education sector and are taken into account in this Plan.

1.10 Mid-term review of the ESIP²

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

In 2002 the Ministry's Education Planning Department contracted a consultant team to review progress in implementing the ESIP, recommend detailed revisions to its objectives and targets, and outline a strategy for the sector up to 2015. The consultants' findings were discussed and accepted at a workshop in January 2003, and they constitute an important element of the foundation for this second Plan.

1.11 *Department strategic plans*

Subsequent to the Mid-Term Review, the Department of Planning asked each department within the Ministry to develop a logical framework based on the one agreed-upon at the review workshop. The drafts of these plans have been incorporated into the process of developing this Plan, and they are used as the basis of department work plans that follow from the Plan.

1.12 *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 has been developed in synchronization with this Plan. Two of the four pillars of the PEAP are "increased ability of the poor to raise their incomes," and "enhanced quality of life of the poor." 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.

1.13 *Process of developing the ESSP*

To develop the ESSP, EPD and its consultant 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 included district education cadres 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 Budget Workshop - the first such annual workshop, which replaces the spring 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 Education Planning Department (EPD) made such adjustments to the expenditure framework and translated it into the Medium-Term Budget Framework through 2006-07.

1.14 *Changes to the ESIP*

The second Plan differs from the first in some key respects. The ESIP covered a five-year period (1998-2003), while this Plan (ESSP) covers ten years (2005-2015).³ This second Plan is costed and linked to department Work Plans and the Medium-term Budget Framework (MTBF) so that it can be used as a critical basis for medium-term and annual planning and budgeting. While the first Plan elaborated on the “programme approach” to planning and implementation, that approach has been more or less institutionalized, so the second Plan assumes its continuation. Finally, as described in more detail below, the second Plan shifts the emphasis from one of implementing Universal Primary Education, which, introduced in 1997, riveted the attention and resources of the sector, to a more balanced concern for post-primary and other sub-sectors as well as primary. Above all, it aims at improving the quality of education—*what* participants learn and *how* they learn.

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

2.0 POLICY OBJECTIVES

Policy objectives that meet the broad requirements of the Millennium Development Goals, Education for All goals, and the Ministry's mission must be broad and all encompassing. 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 Education Sector Strategic Plan are necessarily broad and comprehensive.

2.1 *Highest priority objectives*

The 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 math.
- (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 (2.2) 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 to 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 (BTVET) 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 ten 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. The Plan's objectives are to lower the costs of post-primary education and training by making introducing 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 cost framework, which follow in the subsequent section, give direction to priority interventions intended to address binding constraints.

2.2.1 Objective 1: An education system relevant to Uganda's national development goals

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 and industrial 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 7 (P7) and Secondary 1 (S1) is expected to rise from about 45% to 80% over the timeframe of the Plan. The rate of transition from S4 to S5 is expected to rise to about 40%. 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%.

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 of progress on this objective include enrolment rates and transition rates by gender, income quintile, geographic region, and rural/urban location (see Annex 3).

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, 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.

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 80%. This increase will be gradual, and it will take into account the larger cohorts of the “UPE bulge,” the first of which enters S1 in 2005. 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 newly formed National Council of Higher Education and the Ministry are in the final stages of developing a strategic 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: Students achieving education goals

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 globalization.

The first cohort entering school under the Universal Primary Education (UPE) policy has now completed the primary level. 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 alarmingly low rates of mastery of literacy and numeracy skills. The most recent assessment of pupils' achievement published for the National Assessment of Progress in Education (NAPE) is from 2003.⁴ Table 1B in Annex 1B reveals that overall performance was poor. More than 40% of P3 pupils tested were "inadequate" in their performance on English reading and writing and in numeracy tests. Over 71% were inadequate in oral English. At the P6 level over 67% of those tested were "inadequate" in English reading and writing, just under 30% in oral English, and over 56% in numeracy. (Table 1A presents 1999 NAPE results, which are similar to those of 2003.⁵

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 maths.⁶ 40% were judged as failing maths and 25% failing English on the tests given in the study (see Table 2 in Annex 1B.)

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 drop-out, 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.

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 math instruction as well as better articulation of the curriculum with instructional materials and teaching methods.

2.2.2.1: Post-primary students prepared to enter the workforce and higher education

⁴ 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.

⁵ National Assessment of Progress in Education, Uganda National Examinations Board (1999), The achievements of primary school pupils in Uganda in English and mathematics.

⁶ UNEB, School quality study in secondary and technical/vocational schools in Uganda (March 2002).

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.⁷ 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.

2.2.3 Objective 3: An effective and efficient education sector

The semi-annual performance reviews of the Education Sector Review meetings and recent tracking studies of resource use 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 five 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, but these plans have only begun to be implemented. 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 Plan is to correct these insufficiencies and maintain an effective and efficient education sector and institutions.

⁷ Draft Strategic Plan for Higher Education, November 2003.

The sub-objectives focus on improving management and administration, decentralization, quality assurance, and private-public partnerships. Indicators of progress on this objective are found in Annex 3.

2.2.3.1 Decentralized authority, financing, and management of education services

The Ministry has been moving toward decentralization of primary and post-primary education since 1995. Progress varies among districts, though few have made a start at the post-primary level. The 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 during the period of ESIP 1. As investments begin to include substantial developments at the post-primary and tertiary levels, the Ministry's administrative staff will require even more sophisticated 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 Plan calls for a coherent system of standards and monitoring performance, which can be implemented within actual logistical and resource constraints.

2.2.3.4 Partnerships between the Ministry and other agencies 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

At the same time the Plan is broad and comprehensive, it must also account for the limitation on resources and focus first 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 nearly 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*

Annex 2 presents a matrix of policy objectives, strategies, and interventions. The following narrative elaborates on the strategies found in Annex 2.

3.1.1 **Objective 1: An education system relevant to Uganda's national development goals.**

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

Strategies

(a) Support programs targeted to disadvantaged children and youth

The Ministry has had difficulty 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 begin to provide some resources to them through its normal channels. It will draft and implement a costed plan for extending to these programs the staff establishment of districts and corresponding wage adjustments made in the Medium-Term Budget Framework of 2005-06. It will develop a training module for these instructors and train them. 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 has also begun to 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 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. 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 and schools. The Ministry will continue to lower social-cultural barriers to girls' attendance by supporting initiatives in this area and deploying women teachers to rural schools. It will also continue to 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: (1) reducing students' course load to five or six per term, (2) consolidating subject matter into fewer courses, (3) increasing standard minimum class size and rationalizing teacher work loads, (4) redeploying teachers from schools where there is a surplus to those where there are deficiencies, and (5) use of double-shifts and multi-grade classrooms, so that space is used efficiently. These measures will also help improve the quality of instruction.

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

During the ten-year timeframe of the ESSP, the Ministry will shift gradually from inflexible parallel tracks of: (1) a six-year academic curriculum (secondary) designed to prepare students for higher education and (2) 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 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 rural areas will attract diligent students.

BTVET. 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) 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.

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.

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.

Figure 1 in Annex 1B 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 painfully 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. 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.

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.

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 has 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 higher-education institutes. 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 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, to meet this demand. It will also encourage 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. In addition, the Ministry plans to de-link accommodation and tuition fees and allocate more funding toward tuition, thus partially financing the cost of education for more students. It will also test the feasibility of a student loan scheme, which would allow even more students to finance their own education.

3.1.2 Objective 2: Students achieving education goals

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 will 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 Plan moves away from the ESIP's 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.
- (iv) The Ministry's policy and actual practice are to use local languages as the medium of instruction in P1-P4. 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) The Ministry will revise the curriculum to give much more time during the school week to literacy and numeracy. This will entail consolidating other subjects into shorter periods of time.
- (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. By about 2007 the untrained teachers in the system should have completed their in-service training through the TDMS, though there will continue to be some untrained teachers taking posts. Teacher Education will shift its focus to 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 also rehabilitate PTCs and provide them with a full complement of trained staff, equipment, furniture, and supplies. Management of PTCs will be improved. The Ministry will continue to improve the conditions of service of primary teachers, including the introduction of a 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 an early childhood development policy framework and a learning framework for private pre-primary centres. It will license and monitor private centres and include early childhood development instructional methods in the PTC curriculum. It will also 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 five-year-olds, who are not developmentally ready to read and write and who thus waste teachers' time and efforts. 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.

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 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.

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 “vocalionalise” the post-primary curriculum by adding training for specific vocations.⁸ 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.

⁸ (Such training will be provided through the UVQF/A (see Strategy 1.2.2 above and subsequent paragraphs in this section).

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 re-purchasing schemes. It will construct laboratories and libraries in post-primary schools. UNEB will help develop tests of the new competencies and train teachers in continuous assessment.

The plan calls for reducing students' course loads from 18 to five or six, including required core courses and electives. Over the long term, students will concentrate on subjects that are critical to achieving the competencies they require: math, 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.

BTJET. As described in Section 1 above, the S1-S4 course of study for post-primary students will be complemented by a BTJET 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.

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), which will articulate course objectives with corresponding job qualifications and certify learners' fulfilment of course requirements. This new BTJET 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.

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 BTJET system.

At the post-primary level the Ministry will increase the supply of instructional materials through matching subsidies and seed funding for a textbook rental scheme.

It will construct, equip and manage laboratories and libraries in S1-S6 schools and workshops in 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 rationalize National Teachers Colleges (NTCs) and improve the facilities, curriculum, instruction, staffing, and management of those that remain. 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. First year university students will take a general studies program that includes science and functional technology as well as arts and humanities.

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 - particularly 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 fund for research to which all institutes, private and public, will contribute 5 % of gross salary of each staff member.

3.1.3 Objective 3: An effective and efficient education sector

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. Tutors 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.

- (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 to for the performance of students and to the Ministry for compliance with standards, regulations, and reporting procedures.

- (c) *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 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 work with the Ministry of Public Service to finalize and implement schemes of service for teachers, instructors, and other education cadres. It will examine trade-offs between raising staff establishments and instituting career ladders, considering what offers incentives for improving performance and what is affordable. Once in place, the schemes of service will allow schools to have experienced teachers and newer teachers that can work as a team.

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

The Council will regulate and guide 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

Cross-cutting initiatives, including girls' education, HIV/AIDS awareness and impact, agricultural education, environment, and physical education and sports, arise in response to changes in national social and economic policies. They will continue to arise during the timeframe of this Plan. Rather than accommodating only those that are currently embedded in the system (such as girls' education) or on the

horizon (such as agricultural education), the Plan includes guidelines for adopting cross-cutting initiatives and procedures for incorporating them into the system and curricula (Annex 1). These procedures should help ensure that teachers have the time and other resources to add cross-cutting 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 will regularly inspect and report on schools' compliance with standards, regulations, and reporting procedures. 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 also 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. 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) *Build and maintain 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 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 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 ECD and other cross-cutting programs, and seek the support of civil society organizations, associations, churches, and mosques for pre-primary and primary education. 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.

4.0 IMPLEMENTING THE ESSP

The ESSP is organized so that it can be implemented within the Ministry's current procedures for planning, budgeting and annual reviews:

- (a) Draft indicators and targets for the medium term (2004-07) are presented in Annex 3. These are aligned with Sub-Objectives. They must be revised and approved by the Ministry and then put into use for reviews of progress.
- (b) Draft work plans are presented in a separate document. A work plan for each department is organized around interventions. An "intervention," as presented in the matrix of Policy Objectives and Strategies (Annex 2), is a component of a strategy. An intervention might become an "undertaking" when the annual Education Sector Review puts it on the agenda as a condition for funding. Each department must review and significantly revise its Work Plan to conform to the final ESSP. To date, undertakings have not been systematically aligned with the mandates of each department in the Ministry. The Ministry might consider revising this process so that each department is assigned an undertaking at each annual meeting. This would prevent sub-sectors and functions of the Ministry from languishing due to a lack of attention or from all-consuming priorities in other departments.
- (c) The EPD will continue the process, begun after the first Education Sector Budget Working Group Workshop of March 22nd-24th, of revising the Medium-Term Budget Framework (MTBF) to conform to the ESSP. The second and third years of the current MTBF (2005/06 and 2006/07, will reflect the ESSP. The MTBF will be revised every year to reflect revisions to the strategies and interventions of the ESSP.

5.0 COSTS AND FINANCING

5.1 Costs

The objectives, sub-objectives, and strategies in the ESSP are estimated to cost 14698.1 bn of which 9284.3bn are GoU costs and 5413.8 bn are private costs over the ten-year period beginning in January 2005. The Long-Term Expenditure Framework (LTEF) for government financing of the ESSP is estimated by the Ministry of Finance, Economic Development and Budget to be Ug. Shs. 9,094 billion. This implies a total shortfall of Ug. Shs 190.3 billion over the decade.

During the second Education Strategic Investment Plan (2004-2015), the private sector (primarily households) will contribute an estimated 36.8 % of the total cost of providing education to Ugandans. This represents 40% of estimated household income by the year 2014 (see affordability analysis table 1). If the private sector is to contribute to those levels, then 90% of the shortfall in funding would be assured. However, this should be taken because the dramatic expansion of education under ESSP will draw children from families with lower incomes and less ability to pay than those financing the costs of education at present. Therefore, the design of education financing mechanisms is an essential component of the ESSP. Over the planned period, emphasis should be put on increasing government contribution to secondary education.

Table 1: Affordability analysis

	04-05	05-06	06-07	07-08	08-09	09-10	10-11	11-12	12-13	13-14	14-15
Index of Income Per Capita	1.000	1.035	1.071	1.109	1.148	1.188	1.229	1.272	1.317	1.363	1.411
Index of Private Cost of Education Per Capita	1.000	1.060	1.275	1.412	1.583	1.611	1.771	1.756	1.812	1.910	2.018
Affordability Index	1.000	1.025	1.190	1.274	1.380	1.356	1.441	1.381	1.376	1.401	1.430
Percentage Increase (Decrease in Cost)	0.0%	2.5%	19.0%	27.4%	38.0%	35.6%	44.1%	38.1%	37.6%	40.1%	43.0%

The most notable difference between the ESIP and ESSP is the shift in funding priorities from primary to post-primary and tertiary education. This shift reflects the success of the first ESIP in meeting the goal of universal access to primary education. In 2004-05 enrolment in P1 through P7 is estimated to have reached 8.3 million students. During the ESSP time frame enrolment is expected to stabilize as over-age students - those denied access to primary education in the past - are fully absorbed into the system, and under-age students are screened from matriculation into P1. The surge in enrolment in primary schools, the UPE bulge, has begun to move into post-primary schools in 2004-2005.

In order to accommodate the social demand for further education and to better prepare Ugandans for participation in the global economy, much larger numbers of students must be admitted to S1. The ESSP provides for the steady growth of the rate of transition from primary to post-primary schools. The rate of transition from primary to post-primary is assumed to grow from 46% in 2004 to 80% in 2011.

In 2010, the UPE bulge will enter the tertiary education system. If Ugandan universities and other tertiary education institutions respond to the increase in the number of eligible post-primary school leavers, enrolments must increase. The ESSP projects an increase in tertiary enrolment over the decade of 92.3%, of which 52% is expected to occur in the final four years of the plan.

Expenditure requirements are driven by primarily by enrolments. The increase in the education budget can be traced to the growth in numbers of students to be served. Growth in both absolute and relative budgets closely follows the UPE bulge. The cost per student of secondary, vocational and tertiary education are much greater - roughly 3 times more for secondary, 7 times more for vocational, and 55 times more for tertiary - than for primary education. Therefore, growth in enrolment in the post-primary and tertiary sub-sectors has a compounded effect on costs. Because of these developments, the share of total spending for education devoted to the primary sub-sector will decline, despite an increase in both per-student and total expenditures on primary education.

Table 2 below presents estimates of the cost of education by sub-sector for each year of the decade. The rapid growth in post-primary enrolments in the first six years of the ESSP is clearly evident. Enrolment climbs rapidly between 2004 and 2010 as the UPE bulge spreads from S1 to S6. In 2010 the UPE bulge reaches the tertiary education system and by 2013 has affected all three years of basic university enrolment.

Table 2: Cost of Education by Sector 2005-2015(Billions of Ush)

	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Primary	400.4	407.5	486.2	449.9	461.1	487.5	558.1	613.4	687.9	777.0	891.0
Academic Secondary	227.8	266.2	338.1	391.6	454.7	456.9	506.7	473.2	460.9	462.2	460.5
BTVET	64.8	75.7	93.7	108.3	116.8	128.3	144.6	162.2	184.6	205.6	218.9
Tertiary	134.1	133.5	137.7	144.5	153.3	152.9	156.7	170.5	191.2	217.5	254.1
Central and administrative costs	40.7	48.7	50.6	52.2	54.9	57.9	60.9	62.9	64.9	67.1	69.3
TOTAL	867.8	931.7	1106.2	1146.5	1240.8	1283.5	1427.1	1482.1	1589.6	1729.5	1893.8

Table 3 below, compares the allocation of education budget by economic category under the ESSP. Under the first ESIP 71.1 % (2003/04) of the budget was allocated to the recurrent budget and 28.8 % (2003/04) to the development of capacity to accommodate additional students. 61% (2003/04) was targeted on improving the quality of instruction. Under ESSP II

spending priorities have shifted. Recurrent expenditures absorb 76 % (2005/06, 64% (2014/15) of the budget while development expenditures consume the remaining 24% (2005/06), 36% (2014/15). The share of development expenditures allocated to the expansion of capacity falls to 36 % (2014/15) while the share devoted to improving the quality of instruction rises to 78.2% (2014/15)⁹. In the first ESIP budget, the wage bill consumed 69.9 % (2003/04) of the recurrent budget; in ESSP II wages, salaries and benefits are expected to represent 80% in 2005/06 and 76% in 20014/15 of the recurrent budget.

Table 3: Education Budget by Economic Category (Primary and Academic Secondary Schools Only, in Billions of Ush)

Primary	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Recurrent Expenditures	294.6	309.7	405.5	408.8	414.9	427.5	447.1	468.1	499.9	528.4	570.0
Wage Bill	238.3	253.8	268.4	278.0	286.3	302.0	323.2	344.3	374.8	400.3	436.7
Capitation Grant	56.4	55.9	54.4	51.7	51.7	50.8	50.3	50.3	50.8	51.7	53.8
Instructional Materials	0.0	0.0	54.9	52.5	51.1	49.6	48.9	48.8	49.4	50.7	52.8
Maintenance	0.0	0.0	27.8	26.6	25.9	25.2	24.8	24.7	25.0	25.7	26.8
Capital Expenditures	105.8	97.7	80.7	41.1	46.2	60.0	111.0	145.3	187.9	248.6	321.0
Construction	92.4	83.2	65.6	26.8	34.5	48.2	99.2	132.2	175.5	234.8	306.2
Furnishings	0.5	0.2	0.8	0.0	0.1	0.3	0.9	1.5	2.2	3.0	4.0
Staff Training	12.9	14.3	14.3	14.3	11.6	11.6	10.9	11.6	10.2	10.9	10.9
Total All	400.4	407.5	486.2	449.9	461.1	487.5	558.1	613.4	687.9	777.0	891.0
<i>Percent Recurrent</i>	<i>73.6%</i>	<i>76.0%</i>	<i>83.4%</i>	<i>90.9%</i>	<i>90.0%</i>	<i>87.7%</i>	<i>80.1%</i>	<i>76.3%</i>	<i>72.7%</i>	<i>68.0%</i>	<i>64.0%</i>
<i>Percent Capital</i>	<i>26.4%</i>	<i>24.0%</i>	<i>16.6%</i>	<i>9.1%</i>	<i>10.0%</i>	<i>12.3%</i>	<i>19.9%</i>	<i>23.7%</i>	<i>27.3%</i>	<i>32.0%</i>	<i>36.0%</i>

Secondary	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Recurrent Expenditures	166.9	179.5	193.2	221.2	256.2	291.1	330.4	357.0	382.1	386.3	386.3
Wage Bill	115.3	122.6	128.5	145.6	169.5	194.1	224.6	244.9	268.5	272.3	272.3
Capitation Grant	27.9	30.8	35.0	40.9	46.9	52.5	57.2	60.6	61.5	61.7	61.7
Instructional Materials	14.5	15.9	18.1	21.2	24.3	27.1	29.6	31.4	31.8	31.9	31.9
Maintenance	9.2	10.2	11.6	13.5	15.5	17.4	19.0	20.1	20.3	20.4	20.4
Capital Expenditures	99.3	158.6	198.4	233.5	200.6	215.7	142.8	103.9	80.1	69.2	69.2
Construction	85.1	140.3	169.2	200.8	169.6	185.0	121.4	90.3	76.6	61.7	61.7
Furnishings	9.7	14.6	20.3	20.8	19.1	16.5	11.7	2.9	0.7	2.4	2.4
Staff Training	4.5	3.7	8.9	11.9	11.9	14.2	9.7	10.7	2.8	5.2	5.2
Total All	266.2	338.1	391.6	454.7	456.9	506.7	473.2	460.9	462.2	455.5	455.5
<i>Percent Recurrent</i>	<i>62.7%</i>	<i>53.1%</i>	<i>49.3%</i>	<i>48.6%</i>	<i>56.1%</i>	<i>57.4%</i>	<i>69.8%</i>	<i>77.5%</i>	<i>82.7%</i>	<i>84.8%</i>	<i>84.8%</i>
<i>Percent Capital</i>	<i>37.3%</i>	<i>46.9%</i>	<i>50.7%</i>	<i>51.4%</i>	<i>43.9%</i>	<i>42.6%</i>	<i>30.2%</i>	<i>22.5%</i>	<i>17.3%</i>	<i>15.2%</i>	<i>15.2%</i>

⁹ Total recurrent cost net of central administration divided by total costs percentage. Figures presented are only for primary.

5.2 Financing

The Long-Term Expenditure Framework projects that 9,094 billion Ug. Shs will be available to finance the provision of education over the period of ESSP II. The annual allocation increases from 619bn billion Ug. Shs in 2005 to 1135 bn billion Ug. Shs in 2014 - an increase of 83%. (These estimates are presented here in shillings of constant value.) The difference between the estimated budget for education and the government's commitment of budget resources must be met from private sources—households, enterprises and private voluntary organizations. In 2003, the private sector was estimated to have contributed 302.4 billion and 636.2 bn in 2004-05 and 2014/15 respectively to finance education in Uganda. Table 5 presents data on private expenditures by sub-sector. If the share of private expenditure in education finance were to remain constant, 5413.8 billion Ug. Shs would become available during the ESSP. This would leave a shortfall of 190.3 billion Ug. Shs. The share of expenditure borne by the private sector has been very large - 71 % in 2002-04 according to EMIS statistics - in the post-primary sub-sector. The very large increases in enrolment in post-primary education for the next decade suggest that many students will be drawn from lower income households. The willingness and ability of the families of these students to pay fees is questionable. Therefore, the likelihood that current rates of cost sharing will continue is not high. At the tertiary level, significant increases in enrolment are also anticipated. A student loan scheme has been proposed as a device for enabling students to finance the private share of costs of higher education. The details of such a loan scheme have not been elaborated, so it is not possible to assess its feasibility and effectiveness at this time.

Table 4, presents an analysis of funding options for the ESSP. The first row presents the total cost of programs; the second row shows the contribution of government to the financing of these programs, assuming that it continues to fund the same shares as in the period 2004-05 (EMIS); the third row shows the private contribution to costs if the present rates of cost sharing were to continue, and the final row presents estimates of private financing if the share of household income devoted to education were to continue at the same level as in the period 2004-15.

Table 4: Analysis of funding options (in Billions of Ush)

	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
Total cost of education	867.8	931.7	1106.2	1146.5	1240.8	1283.5	1427.1	1482.1	1589.6	1729.5	1893.8
Government Contribution	565.4	597.3	704.2	701.1	741.4	775.6	868.5	928.3	1018.2	1127.2	1257.6
Private/household funding	302.4	334.4	402.0	445.4	499.3	508.0	558.6	553.9	571.4	602.3	636.2

These analyses suggest that the development of cost-sharing arrangements that differentiate students by family income should be considered as a way of ensuring greater financial access to education. A system of grants to schools serving such students might be created that relied on the correlation between rural status and region in order to target low income households.

Annexes

Annex 1A:	Guidelines for adopting new initiatives and projects
Annex 1B:	Tables and figures cited in the text
Annex 2:	Tables and figures on costs and financing
Annex 3:	Program Objectives and Strategies Matrix
Annex 4:	Work plans for Departments, Semi-Autonomous Institutions and collaborating line Ministries

Annex 1A: Guidelines for adopting new initiatives and projects

- (a) The Ministry's programs include a number of cross-cutting initiatives, such as girls' education, HIV/AIDS awareness and prevention, ICT, agricultural education, and sports activities. Similarly, the Ministry's programs encompass special projects targeted toward particular groups of learners, including children in dispersed communities and in poor communities, orphans, children living in areas of conflict, and street children.

- (b) New initiatives such as these are likely to occur, even though their particular aims and interests are not anticipated in the ESSP framework. Current examples are the pending policy on agricultural education and the proposed school feeding program. The Ministry should follow explicit and approved guidelines for deciding whether and how to adopt these initiatives. This is particularly important for initiatives that are introduced from outside of the Ministry, such as projects proposed by donor agencies and NGOs.

- (c) The following guidelines are an initial suggestion, which the Ministry should consider, revise, and incorporate as an annex to this Plan:
 - (i) Is the proposed initiative or project in line with long-term goals of the MDGs and EFA?
 - (ii) Does it lead directly to achievement of the objectives and sub-objectives of ESSP?
 - (iii) Does it complement existing strategies and interventions?
 - (iv) Can it be easily accommodated into the curriculum? If not, what will it replace in the curriculum?
 - (v) What other aspects of the system does it impact (require additional teachers, facilities, equipment? restructuring?)
 - (vi) Can it be accommodated within the medium-term budget framework that covers their period of implementation?
 - (vii) If it is partly financed by external funding agencies, does it include a plan for incorporation into the Ministry's system and long-term costing framework (ESSP and subsequent ESSPs)?
 - (viii) If its financing is to be shared by other government agencies or external funding agencies over the indefinite future, is there a guarantee that the partner agency can and will meet its commitment?

Annex 1B: Tables and figures cited in the text

Table 1A: Achievement scores on 1999 NAPE (% of random national sample)

	P3 English reading/writing	P3 English oral	P3 math	P6 English reading/writing	P6 English oral	P6 math
Sample size	2930	1432	2929	2571	1352	2514
Advanced	4.8	10.8	4.7	2.2	9.6	1.8
Adequate	13.4	40.9	33.9	11.0	69.5	39.7
Inadequate	81.9	48.3	61.4	86.7	20.9	58.5

Table 1B: Achievement scores on 2003 NAPE (% of random national sample)

	P3 English reading/writing	P3 English oral	P3 numeracy	P6 English reading/writing	P6 English oral	P6 numeracy
Sample size	3999	3932	3989	3949	3890	3956
Advanced	4.7	10.8	5.5	1.1	18.7	0.3
Adequate	29.6	12.6	37.4	18.9	37.7	20.2
Basic	24.8	4.8	17.1	12.4	13.8	23.1
Inadequate	40.9	71.8	40	67.6	29.8	56.4

Table 2: Achievement at the post-primary level

	Maths	English
Very good	22.2%	15.9%
Good	17.6%	27.3%
Fair	19.6%	31.7%
Failing	40.5%	25.1%

Figure 1: BTVET in the education system and the work force

