Uganda

Education for All 2015 National Review

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EDUCATION FOR ALL

The Uganda National End of Decade Assessment of Education For All 2001 - 2010

MINISTRY OF EDUCATION AND SPORTS
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ACRONYMS/ABBREVIATIONS

	Action Aid Uganda	**EPRC**	Education Policy Review Commission
ABEK	Alternative Basic Education for Karamoja		
ACORD	Agency for Co-operation in Research and Development	**ERP**	Economic Recovery Programme
ADRA	Adventist Development and Relief Agency	**ESIP**	Education Strategic Investment Plan
AFDB	African Development Bank	**ESSIP**	Education Sector Strategic Investment Plan
AIDS	Acquired Immune Deficiency Syndrome	**EU**	European Union
ALE	Adult Learning and Education	**FAWEU**	Federation of African Women Educationalists Uganda
BEUPA	Basic Education for Urban Poverty Areas	**FBOs**	Faith Based Organizations
BRMS	Basic Requirements Minimum Standards	**FENU**	Forum for Education NGOs in Uganda
BTVET	Business, Technical and Vocational Education and Training	**FGM**	Female Genital Mutilation
CBOs	Community Based Organizations	**FOWODE**	Forum For Women and Democracy
CCG	Classroom Construction Grant	**GBS**	Go Back to School
CEDAW	Convention on Elimination of ALL forms of Discrimination Against Women	**GBV**	Gender Based Violence
CHANCE	Child-centres Alternative Non-formal Community-based Education	**G&C**	Guidance and Counseling
COMESA	Common Market for Eastern and Southern Africa	**GEM**	Girls' Education Movement
COPE	Complementary Opportunity for Primary Education	**GER**	Gross Enrolment Ratio/Rate
CSOs	Civil Society Organizations	**GDP**	Gross Domestic Product
C-TEP	Certificate in Teacher Education Proficiency	**GIR**	Gross Intake Ratio
DES	Directorate of Education Standards	**GPE**	Global Partnership in Education
DHS	Demographic and Health Survey	**GPI**	Gender Parity Index
DIT	Directorate of Industrial Training	**GMR**	Global Monitoring Report
DWCP	Decent Work Country Program	**GWP**	Government White Paper
EAC	East African Community	**GWPE**	Government White Paper on Education
ECCE	Early Childhood Care and Education	**HIPCs**	Highly Indebted Poor Countries
ECD	Early Childhood Development	**HIV**	Human Immune Virus
ECEC	Early Childhood Education and Care	**HSSP**	Health Sector Strategic Plan

EDA	End of Decade Assessment	**ICEIDA**	Icelandic International Development Agency
EDPs	Education Development Partners	**IEC**	International Education Consultancy
EFA	Education for ALL	**IGAD**	Inter Government Authority on Development
EMIS	Education Management Information System	**ILO**	International Labor Organisation
ITC	Information Communication Technology	**PTA**	Parent- Teacher Associations
JICA	Japanese International Cooperation Agency	**PTCs**	Primary Teachers Colleges
LABE	Literacy and Basic Education	**PTR**	Pupil Teacher Ratio
LFPR	Labor Force Participation Rate	**PWDs**	People With Disabilities
MAAIF	Ministry of Agriculture Industry and Fisheries	**QEI**	Quality Enhancement Initiative
MDGs	Millennium Development Goals	**SDIP**	Strategic Development Investment Plan
MGLSD	Ministry of Gender Labor and Social Development	**SESEMAT**	Secondary Science and Mathematics Teachers
M&E	Monitoring and Evaluation	**SFG**	School Facility Grant
MFPED	Ministry of Finance, Planning and Economic Development	**SMEs**	Small and Medium Enterprises
MoES	Ministry of Education and Sports	**SNE**	Special Needs Education
MoH	Ministry of Health	**SWAp**	Sector Wide Approach
MoFPED	Ministry of Finance, Planning and Economic Development	**TVET**	Technical, Vocational and Education Training
MoLG	Ministry of Local Government	**TDMS**	Teacher Development and Management System
MoPS	Ministry of Public Service	**UACE**	Uganda Advanced Certificate of Education
MTEF	Medium Term Education Framework	**UAHEB**	Uganda Allied Health Examination Board
NALSIP		**UBOS**	Uganda Bureau of Statistics
NAPE	National Assessment of Progress in Education	**UBTEB**	Uganda Business and Technical Examination Board
NAPW	National Action Plan on Women	**UCE**	Uganda Certificate of Education
NCDC	National Curriculum Development Centre	**UDHS**	Uganda Demographic and Health Survey
NDP	National Development Plan	**UFNP**	Uganda Food and Nutrition Policy
NER	Net Enrolment Rate/Ratio	**UGAPPRIV**	Uganda Association of Private Vocational Institutions
NFTP		**UGP**	Uganda Gender Policy
NGOs	Non-Governmental Organizations	**UIECD**	
NGP		**UN**	United Nations
NIR	Net Intake Rate	**UNEB**	Uganda National Examinations Boards
NPA		**UNESCO**	United Nations Education Science and Cultural Organizations
NRM	National Resistance Army	**UNHCR**	
ORC		**UNICEF**	United Nation International Children's Emergency Fund
OVC	Orphans and Vulnerable Children	**UNMEB**	Uganda Nurses and Midwives

			Examination Board
PAF	Poverty Action Fund	**UPE**	Universal Primary Education
PCP		**UPOLET**	
PEAP	Poverty Eradication Action Plan	**UPPET**	Universal Post Primary Education and Training Program
PIASCY	Presidential Initiative on AIDs Strategy for Communication to Youth	**USAID**	United States Agency for International Development
PLE	Primary Leaving Examination	**USE**	Universal Secondary Education
PPDA	Public Procurement and Disposal of Public Assets	**UVQF**	Uganda Vocational Qualification Framework
PPET	Post- Primary Education and Training	**WFP**	World Food Programme
PPP	Public Private Partnership		

EDITORIAL NOTES

Amounts have been quoted in Ugandan Shillings *(abbreviated to Ush)* throughout the book except when international comparisons are made and when budgeted amounts made available in foreign currencies are stated. The conversion rates (January 2013) for the UGX are as follows.

UGX. 4,000 to #1

UGX. 2,850 to $1

DEFINITION OF TERMS

Access to education: Access simply means the right to education. It is also the opportunity provided for the girl-child to be educated. Access also deals with the availability, convenience and ability to be educated.

Adolescent girls: These are girls aged between 10 -19 years (MoH, 2000, UNFPA, 2013)

Adults; are individuals who are 15 years and above (UNFPA, 2013)

Attitude: refers to tendency of responding either positively or negatively towards a certain idea, object, person, or situation.

Assessment: It is the process of gathering information about teaching techniques and procedures by teachers about the process of their pupils/learners and the curriculum. The teachers assess the ability to translate the presented material into a more meaningful form, interpret and comprehend it. This involves measurement, testing, guidance, counseling, and evaluation.

Basic Learning Needs: Basic learning needs evolve over the school lifetime of the learner and are shaped by the gender and special learning abilities (special needs). These needs comprise of both essential learning tools (such as literacy, oral expression, numeracy, and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required to develop to their full capacities.

Capacity to Work: is defined as the ability of the individuals to be fully engage in productive work according to the society's expectations.

Classroom: A classroom is a four walled structure, which can be accessed by Special Needs Education learners with adequate lighting and ventilation and where activities are manifested in the dynamic participation of both teachers and learners through planning, monitoring and evaluation of pupils, teaching, disciplining and guiding children and the participation of learners.

Classroom Practices: these are practices to deliver quality and holistic learning experience. These involve: (a) Teachers and learners demonstrating desired behaviors and attitudes signifying mutual respect, abilities, gender and social backgrounds notwithstanding. The environment is non-threatening and conducive to risk-taking. Mistakes are viewed as opportunities to learn and grow. (b) Identifying leaning needs; (c) Planning, teaching and reporting so that appropriate adjustments ensure success (d) working together, this includes parents/caregivers, teachers, learning support teams, school administration, district based personnel, visiting teachers and representatives from other agencies (e) Being flexible, this means investigating creative ways to teach, organize, support and learn.

Children: According to the EAC Draft Bill Of Rights (2009), a "Child" means a person under the age of eighteen years. This may also mean people whose characters are influenced by the main political and social attitudes of a particular period of time.
A child in Uganda's 1995 Constitution is defined as any person who is below 18 years of age.

Children with Special Needs: "Special Needs" is an umbrella underneath which a staggering array of diagnoses can be wedged. Children with special needs may have mild learning disabilities or profound cognitive impairment; food allergies or terminal illness; developmental delays that catch up quickly or remain entrenched; occasional panic attacks or serious psychiatric problems. The designation is useful for getting needed services, setting appropriate goals, and gaining understanding for a child and stressed family.

Commitments for Basic Education: These are obligations to fulfill the attainment of basic education for all, which is emphasized in EFA goals (by 2015). Globally, the reaffirmation of the support of education for all is evidenced in the Forum on Education in Dakar, Senegal (2000) and further asserts that the lack of resources would not frustrate the achievement of this goal.

Completion Rate: is the ratio of the total number of pupils/students who successfully complete (or graduate from) P.7/ S.4 in a given year to the total number of children of official graduation age in the population.

Compulsory primary education: This means that every child has the right to education. A good education enables a child to learn and to grow, developing their gifts and potential. The international community has recognized primary education as a right because it has such positive impact on people's lives and on society.

Content: A term widely used by educators, content refers to the body of information that teachers teach and that students are expected to learn in a given subject or content area, such as English language arts, mathematics, science, or social studies.

Drop out of school: Students who drop out of a given grade in a given school year (UNESCO, 2014)

Opportunity costs: The loss of children's time in performing household or farm chores or their contributions to family income when they attend school may concern parents, especially parents in poverty. In societies where girls traditionally do more chores than boys, such as fetching wood, water or caring for younger siblings, the cost of educating girls may seem higher to parents.1Girls may then be kept home more often than boys...

[1]Herz and Sperling 2004. And: UNESCO. 2002. EFA Global Monitoring Report: Is the World on Track? Paris: UNESCO

Curriculum: is a structured program of learning, segregated by subject area/ learning area, and comprises of four main categories: content, teaching, assessment, and context.

Disadvantaged children: These are children who are discriminated against or deprived of some of the basic necessities or advantages of life, such as social welfare (e.g. adequate housing), economically deprived, medical care, or educational facilities.

Early Childhood Development (ECD) is defined as a comprehensive approach to policies and programs for children from birth to five years of age.

Education System: The overall network of institutions and programmes through which education of all types and/or all levels is provided to the population

Effective Learning outcomes: Learning outcomes are skills that promote the achievement of quality basic Education. They are demonstrated in reading and listening effectively as well as effective communication.

Efficiency indicators: These indicators measure the efficiency in the delivery of services of the sector. These indicators continue to outline the sector's efforts to enhance efficiency and effectiveness of the sector. They include; percentage of qualified teachers, completion rates both at primary and post primary levels, transition rates, survival rates among other.

Enrolment Ratio: The proportion of the population in a specified age group attending primary school to the total population in that age group.

Gender: refers to socially and culturally defined differences in roles, responsibilities, power relations, rights, privileges, assumptions, and obligations of women and men, boys and girls. These differences change with culture, (i.e. from place to place) age, time and socio-economic status[2].

Gender- based discrimination: is a distinction made on the basis of sex, race, religion, disability, etc. which leads to exclusion of certain groups' of people and individuals and/or preference being given to others.

Gender-Based Violence (GBV): refers to harm perpetrated against a person because of his or her sex.

Gender discrimination: Denying opportunities and rights or giving preferential treatment to individuals on the basis of their sex (FAWEU 2006).

Gender disparity: refers to statistical differences in, statuses, and opportunities between men and women or boys and girls.

[2] CEEWA-Uganda: Gender Mainstreaming Training Modules for Civil Society Organizations And Local Governments

Gender disparities in primary and secondary: This means the same proportion of boys and girls relative to their respective age groups who enter the education system and participate in its different cycles.

Gender equality: means that men and women have equal opportunity to realize their full human rights, contribute and benefit from economic, social,Cultural and political development (USAID, 2008b).

Gender Equality in Education: based on UNESCO (2003) gender equality in education refers the notion of boys and girls experiencing the same advantages or disadvantages in attending school, receiving the same teaching methods, curricula, and academic orientation, and producing equal learning achievement and subsequent life opportunities.

Gender equity: Strategies and processes that provide fair and equal chances for all to pursue and benefit from educational opportunities (USAID, 2008b).

Gender gap: this refers to quantifiable signs of gender inequality in a society, school or family.

Gender inequality: unfair and imbalanced outcomes for girls and boys/women and men that arise in our schools, families, religions, villages because of unfair and imbalanced amounts of power, resources and opportunities placed before girls and boys (FAWEU 2006).

Gender Issue: is a point of gender inequality that is undesirable and requires Intervention. It results from some form of gender discrimination or oppression. A Gender issue arises when there is inequality, inequity or differentiated treatment of an individual or a group of people purely on the basis of social expectations and attributes3.

Gender mainstreaming in the education system: The consistent integration of gender concerns into the development and implementation of policies, plans, programs and projects at all levels, including national, community, school and classroom (FAWEU 2006)

Gender parity: UNESCO (2003) defines Gender parity as the equal participation of both sexes' in different levels of education, and is a quantitative concept.

A gender responsive school: This is one in which the academic, social and physical environment and its surrounding community take into account the specific needs of both girls and boys (FAWEU 2006).

Gender roles: these are activities and duties seen suitable for girls and boys in given society, family, culture and religion.

[3] The Uganda Gender Policy (2007)

Girl's participation in basic education: Participation means "taking part4" (Good Practice Guide, 2011); it involves enabling, empowering and supporting children and young people to access the right to education.

Good quality Primary education: According to the Education For All: Global Monitoring Report 2005 - The Quality Imperative (EFA: GMR), two principles characterize most attempts to define quality in education: the first identifies learners' cognitive development as the major explicit objective of all education systems. The second emphasizes education's role in promoting values and attitudes of responsible citizenship and in nurturing creative and emotional development.

Gross Enrolment Ratio (GER): The total enrolment in a specific level of education (Pre-primary, Primary, Secondary and Tertiary), regardless of age, expressed as a percentage of the eligible official school-age population corresponding to the same level of education in a given school-year: Pre- Primary- 3-5; Primary - 6-12; Secondary -13-18; Tertiary - 19- 24

HIV/AIDS: according to the medical Dictionary Acquired immune deficiency syndrome (AIDS) is an infectious disease caused by the human immunodeficiency virus (HIV) and can damage any of the body's major organ systems because HIV destroys immune system cells.

Inclusive education: Inclusive education is an approach once thought only necessary for educating students with special educational needs. Uganda's international as well as domestic human rights obligation provides that all children regardless of their varied statuses should be admitted to school. The Ministry of Education& Sports' policy on admission is that all children should be admitted regardless of their different statuses. But in most cases, children with severe forms of disabilities are referred to special schools.

Languages of instruction in education: is the language used for teaching the basic curriculum of the educational system

Learning environment: Involves the physical outlay infrastructure with clearly demarcated boundaries, inclusive in nature, in a quiet and clean neighborhood, with marked areas for sports and games. It also includes hygiene and sanitation facilities, with access to water and the provision of safety and security of both the learners and the teachers with adequate Parental and community participation.

Learning materials: Learning materials refer to a spectrum of educational materials that teachers use in the classroom to support specific learning objectives, as set out in lesson plans. Examples are: story books, manipulative, blocks, and samples of student writing, videos, Games, flashcards, model clay and overhead projector transparencies.

[4] Pupil Participation-Good Practice Guide; © Crown copyright 2011; WG-12490; F9111011

Learning outcomes: A learning outcome is a formal statement of what pupils/students are expected to learn in a course. Expected learning outcomes statements refer to specific knowledge, practical skills, areas of professional development, attitudes, higher-order thinking skills, etc. that faculty members expect students to develop, learn, or master during a course (Suskie, Assessing Student Learning: A Common Sense Guide, 2004).

Life skills: refer to the skills usually associated with managing and living a better quality of life.

Lifelong learning: is defined as 'all learning activity undertaken throughout life, with the aim of improving knowledge, skills and competence, within a personal, civic, social and/or employment-related perspective.

Literacy: A pupil/student who joins an education system for the first time.

Literacy rate: The proportion of the population above 10 years of age who can read and write with understanding, expressed as a percentage of the total population above that age.

Marginalized and excluded groups: These are social phenomena by which minority or sub-groups are excluded, and their needs or desires ignored.
Material development: this involves the process of enhancement of instructional materials which are suitable, have set standards and are relevant to the national curriculum.

Mother Tongue: is the use of the learners' first language as the medium of instruction.

Net Enrolment Ratio (NER): The enrolment of the official age-group for a given level of education (Pre-primary, Primary, Secondary and Tertiary) expressed as a percentage of the corresponding population

Net Intake Ratio (NIR): This is a total number of new entrants of the official age-group in the first grade of a given level of education (Pre-primary, Primary, Secondary and Tertiary), expressed as a Percentage of the population at the official school-entrance age.

Numeracy Rate: Percentage of pupils who can use numbers, make additions, subtraction, simple multiplication, simple division, simple weights and measures, money counting and telling time.

Official Language: is the official language recognized for government and legal purposes.

Opportunity costs of attending school: The loss of children's time in performing household or farm chores or their contributions to family income when they attend school may concern parents, especially parents in poverty. In Uganda, girls traditionally do more

chores than boys, such as fetching wood or water or caring for younger siblings, and this makes the cost of educating girls seem higher to parents.

Out -of -school children: UNESCO (2013), Out of school children mean all children of official school going age who have left school, those who are expected to enter school in the future and those who are expected to never have attend school.

Participate fully: means that the individuals are actively involved in productive activities that contribute to growth and development of the society.

Patriarchy: An ideology and social system that propagates male supremacy or male power and superiority over women as natural and God given. The operating argument is that men are biologically, intellectually and emotionally superior to women. On the other hand, women are considered to be weak and dependent on men for protection, guidance, upkeep and general survival. This ideology is institutionalized through active formal and informal systems, backed by ideas, beliefs, practices and culture and sometimes force. A patriarchal ideology is the key factor in the structural gender inequality in most of our societies (FAWEU 2006).

Pass Rate: is the number of pupils shown as a percentage who were able to successfully pass the Primary Leaving Examinations (PLE).

Political Will: Political will is the exercise of an abstract feature of political authority to enforce certain act for the benefit of its intention, usually for the public welfare. It is an unconditional use of political power.

Poverty: Poverty is deprivation in well-being and comprises many dimensions (World Bank, 2011). It includes low incomes and the inability to acquire the basic goods and services necessary for survival with dignity. Poverty also encompasses low levels of health and education, poor access to clean water and sanitation, inadequate physical security, lack of voice, and insufficient capacity and opportunity to better one's life.

Primary Education: Sometimes called elementary education, refers to educational programmes that are normally designed on a unit or project basis to give pupils a sound basic education. The entry age for primary education usually varies between five and seven years. In Uganda this level covers seven years of full-time schooling.

Promotion Rate: The percentage of pupils advancing to the next grade in the following school year to the total number of pupils in an institution.

Pupil/Student-Stance Ratio: The number of pupils/students in the school divided by the total number of latrine stances in the school

Pupil/Student-Teacher Ratio: Total number of pupils/students enrolled in a given school divided by the total number of teachers in the same school.

Pupil/Student-Textbook Ratio: The number of pupils using a single textbook

Pupil: A learner of school going age who is enrolled in an educational pre and primary programme.

Pupil-classroom Ratio: Average number of primary school pupils per primary school classrooms.

Quality education: Quality education refers to a system of education that through programming process, structure and content that encompasses, among other things, outcomes, knowledge, skills, and attitudes, and is linked to national goals for education and positive participation in society.5

Quality Primary education: Quality primary education enables children to learn, realize their full potential, and participate meaningfully in society. It must be based on developing educational systems that are integrated and responsive to the multiple obstacles to children's learning.

Relevant content: Educational content should depend on local culture, values, and livelihoods in order to ensure its relevance to a community and region. In taking care to ensure these elements in local education, schools and systems can engage the entire communities in the education process. They can demonstrate the value of each group and individual to a child's education.

Relevance of education: important in equipping an individual with needed life skills for work.

The right to education: ensures access to quality schools and to an education that is directed towards the full development of the human personality6.

Schools: These are institutions designed for the teaching of students or pupils under the direction of teachers. The names for these schools vary by country but generally include primary schools for young children and secondary schools for teenagers who have completed primary education.

Sexual Harassment: Sexual harassment: this is behavior of a sexual nature unwelcome to the person against whom it is perpetrated such as unwelcome sexual advances, requests for sexual favor and unwanted physical, verbal or non-verbal conduct of a sexual nature.

Special Needs Education (SNE): Educational interventions and other support designed to address special learning needs. This term has come to replace the older term 'special education', which referred mainly to the education of children with disabilities, usually in special school or institutions. Moreover, the concept of 'children with special educational

[5]UNICEF, 2000.Defining quality in education, Working Paper series, Education Section, Programme Division. UNICEF, p.4

[6] http://www.nesri.org/programs/what-is-the-human-right-to-education. Accessed on 6th July 2014

needs' now extends beyond those who have physical or other disabilities to cover also pupils who are failing in school for a wide variety of other reasons.

Social Development: social development means transforming institutions to empower people

Survival Rate; is the proportion of pupils who enroll in the Primary one or year who reach primary five and seven at the end of the required number of years of study, regardless of repetition.

Teacher; a person who has successfully completed a course of training approved by the Ministry responsible for education and has been entered in the Register of Teachers or a person licensed by the Ministry responsible for education to teach and has been entered on the payroll of teachers.

Teaching Service: Teaching services comprises of teachers of primary schools, Secondary and technical schools, commercial and technical colleges and institutions.

Teacher Training and Development; this comprises of training highly motivated teachers in educational administration and management, who will in turn broaden learners'

Technical and Vocational Education and Training (TVET):TVET is a comprehensive term referring to those aspects of the educational process involving, in addition to general education, the study of technologies and related sciences, and the acquisition of practical skills, attitudes, understanding, and knowledge relating to occupants in various sectors of economic and social life (UNESCO & ILO, 2002).

Transition Rate: The number of pupils/students admitted to the first grade of a higher level of education in a given year, expressed as a proportion of the number of candidates who successfully sat and passed the final grade of the lower level of education in the previous year.

Universal Enrollment: Universal enrollment considers the process of applying to schools for families and make access to schools more equitable. Tuition-free primary education has been available in Uganda for over a decade, but universal enrollment has yet to be attained, as the Net Enrollment Ratio (NER) stands at 96.0%.

Universal Primary Education (UPE): This is Uganda's Government policy that allows all children in the Primary School-going age to attend a Government Aided School. Under this arrangement, pupils are exempted from paying tuition fees.

UPE Capitation grant: These are funds released to government aided/UPE schools to facilitate on the smooth running of the schools.

Unsafe school environment: means a school atmosphere where children both boys and girls feels protected. A school climate that does not tolerate bullying, intimidation, segregation, fostering positive relationships between boys and girls staff and students, and encouraging parental and community involvement preventing violence .

"Young people" is a term that is sometimes used interchangeably with the term "Youth" which generally refers to a time of life that is neither childhood nor adulthood, but rather somewhere in-between. Adults, on the other hand, are considered to be those 18 years and above in the Ugandan context.

Youth: This is refers to young people between the age of 15-24 years (MoH, 2000)

EXECUTIVE SUMMARY

Uganda is one of the countries that embraced the EFA movement in 1990 and continues to uphold its ideals. Since 2000 Uganda has expanded access to primary education by 27.7% (*male 23.1%, female 32.6%).* This has raised the Net Enrolment Rate (NER) at primary level to 96.0% *(male 95.6%, female 96.4%).* The rapid increase witnessed in primary education enrolment was as a result of the adoption of Universal Primary Education in 1997. UPE remains Uganda's flagship program and has for the past 15 years consistently received over 55% of the total annual discretionary budget allocated to the Education and Sports Sector. The resultant expansion in enrolment at this level has helped Uganda achieve gender parity by 2005.

With regard to secondary education Uganda adopted Universal Secondary Education program in 2007 targeted at the marginalized and poor households located in the rural and peri-urban areas. This initiative has helped increase enrolment at this level by 136%. This program has also significantly improved the proportion of girls participating at this level of education which now stands at 46.6%.

As a consequence of sustained expansion of access to both primary and lower secondary Uganda's literacy rate for the general population has significantly improved to 74.6% (male 82.4%, female 66.8%). Indeed the improvement in the literacy rates for the youth aged 15 – 24 years is significantly higher and now stands at 83.3% (male 89.1% female 85.5%). This clearly demonstrates the impact of education in the country.

Based on current trends, Uganda has already met Goal 4 and is on track to achieving Goals 2, 3 (particularly increased (particularly equitable access to basic education and secondary education), and 5 (particularly gender parity at primary level); however, the country is unlikely to achieve Goals 1, and 6 by the 2015 target year.

Progress on Goal 1 has been particularly slow because the provision of Early Childhood Education and Care (ECEC) is mainly Private Sector – driven. However, the private sector is driven by other motives particularly the need to earn profit. Consequently, the current development of ECEC is become skewed towards urban and peri-urban centre's where there is demand for ECEC.

The result is that over 70% of these Centers are concentrated in these areas. This implies that the rural population (which accounts for 75% of the total population) will remain under-served well into the Post 2015 era.

While the country has done tremendously well in expanding access for both boys and girls (Goal 2) it will only partially achieve Goal 3 (increased access to primary and secondary) the remaining aspects of Goal 3 (i.e. equitable access to appropriate learning and life skills) remains a big challenge.

Partial progress has been made in Goal 5 especially in eliminating gender disparity in primary enrolment (and to a large extent in lower secondary education). However, achieving equitable participation in quality basic education (which also contributes to

Goal 6), as well as achieving Goal 6 is perhaps the single biggest challenge facing Uganda's education system. Despite consistent policy action and investment in basic education substantial barriers still persist in ensuring equity equitable participation in quality basic education. Some of these barriers include rampant poverty, negative cultural practices (e.g. early marriages, HIV/AIDS etc.) and high opportunity costs for education (especially for disadvantaged and marginalized groups).

Despite these challenges Uganda will continue to prioritize equitable access to quality basic education in the medium term. To this end Uganda remains committed to Global, Regional and National initiatives intended to accelerate progress towards EFA targets. This will no doubt call for even closer collaboration with multilateral, bilateral, regional and national development partners including the private sector in order to leverage on badly needed additional resources for the realization of our acceleration plan. In this regard we are currently in advanced stages in negotiating funds from Global Partnership in Education (GPE) required to support us address the urgent challenge of providing equitable quality basic education. The country has also crafted a National Strategy for improving proficiency levels in both literacy and numeracy which will be the main stay of our acceleration plan.

It is now twelve years since September 2000 when the International community and the United Nations agreed on the Millennium Development Goals (MDGs) to promote sustainable development in developing countries. In the Education and Sports Sector specifically only two MDG goals are being implemented and these are (i) Goal 2: Achieve Universal Primary Education and Goal 3: Promotion of equality and women empowerment.

Based on the current status Uganda has partially met Goal 2 (Universal Primary Education). Under this goal, NER is on track while the proportion of pupils starting P1 who reached P.5 and Primary 7 completion rates are unlikely to be met. Since 2000 Uganda has been tracking the progress made towards the attainment of Goal 2 through mainly three indicators that is Net Enrolment Ratio (NER), proportion of pupils starting P.1 who reached P.5 and primary completion rate.

NER: Over the last decade, Uganda has registered massive increase in the number of pupils enrolling for primary education. The 2010 Annual School Census indicated that a total of 8,374,648 (male 4,179,248; female 4,195,400) pupils were enrolled in primary schools as compared to 6,559,013 pupils (male 3,395,554; female 3,163,459) in 2000. This translates into a percentage enrolment increase of 27.7% (male 23.1%; female 32.6%).

Proportion of pupils starting P.1 who reached P.5: As a result, the implementation of the UPE programme and Quality Enhancement Initiatives, the size of the cohorts of pupils that enroll in P.1 and successively reach P.5 has massively increased. Out of 1,712,420 (male 859,343; female 853,077) pupils who started P.1 in 2005, 60.9% (male 60.0%; female 61.8%) successively reached grade five in 2009 as compared to 54.1% in 2008. In 2010, the survival rate was 60% (male 60%; female 61%). Results show that more females successfully survived to grade five as compared to males. However, the target of 100 percent survival rate to grade five is not likely to be met by 2015 given the current gap of 40% (male 40%; female 39%).

Primary completion rates: Completion rates for primary education remain below the desired target of 100 percent. Uganda's primary completion rates stagnated between 2006 and 2008. In 2009, only 52% of the children of official graduation age completed primary seven. Since then, the completion rate has been improving steadily. In 2010, the completion rate improved by 2 percentage points from 52% in 2009 to 54% (56% male; 51% female) in 2010. Based on studies conducted in Uganda and elsewhere in the world, enhancement of financial support to ECD would result into improved completion rate and, perhaps, meeting the desired 100 percent target by 2019.

Progress made towards promotion of gender equality in education is tracked through the ratio of girls to boys at all levels of education. Since 2000, the free education policy has had two important effects on enrolments.

First, it increased the enrolment of children from poor households and secondly, the effect was particularly beneficial for girls who saw a sustained increase in enrolment relative to boys thereby eliminating the gender gap in primary enrolment. The gender parity index of 1.004 was achieved in 2010.

In the last decade, the proportion of girls to the total enrolment at secondary and Tertiary levels has remained relatively low. In 2000, out of 518,931 students enrolled in secondary schools, girls constituted 44.08%. The enrolment in 2010 at secondary school level was 1,225,692 (654,971 boys and 570,721 girls) of which 46.6% were female. Whereas the proportion of girls enrolled in S.1 is tending to parity at 47%, this proportion progressively decreases towards upper secondary.

The proportion of girls enrolled in senior six for instance was only 40.8% in 2009 with the introduction of Universal Secondary Education in 2007, it has substantially contributed to an increase in the enrolment of girls at secondary school level as well as improved gender equity. At the tertiary level, the proportion of female enrolment at tertiary level has however grown more rapidly than at secondary level. In 2000, the proportion of female enrolment was 36.7% and now stands at 44%.

Despite the progress, gender disparities in secondary and tertiary education remain a major concern of the sector. A lot still remains to be done in narrowing the gender gaps at these levels.

In the area of youth and skills, Uganda in September launched a Strategic Plan called "Skilling Uganda" whose focus is in tandem with the recommendations of the GMR.

At Africa Regional level, Uganda is committed to working with UNESCO and other partners in strengthening coordination mechanisms for accelerating progress towards EFA targets. Uganda is also committed to supporting the new Coordination Mechanism for EFA both at the global and regional levels. We are committed to play our role as a representative of Africa Region (5A) in the Global EFA Steering Committee to ensure that African voice is heard loud and clear.

CHAPTER I: INTRODUCTION

1.1 BACKGROUND

One of the key outcomes of the Dakar world Forum on Education 2000 was the Dakar Framework for Action, on Education For All (EFA). This plan adopted twelve strategies for implementation of the six EFA Goals, one of which committed member countries to: *'systematically monitor progress towards EFA goals and strategies at the national, regional and international levels.*

In 2010, UNESCO officially launched the 2nd EFA End Decade Assessment (for the period 2001-2010), for all its Members States. This undertaking received a boost in 2011 when the 36th session of the UNESCO General Conference authorized UNSECO to '*mobilize the international community and EFA partners for the achievement of the EFA*' and in particular to '*continue to undertake benchmarking for monitoring progress towards EFA*'. Subsequently the Global Education for All Meeting (GEM 2012) in its Final Statement also stated that: '*We agree on a process of national and regional EFA reviews that will inform a global conference on Education for All in 2015. We urge all UNESCO Member States to actively participate in the process leading up to the global conference in 2015 to establish the post-2015 global education agenda.* As a UNESCO Member State, Uganda launched her 2nd national EFA/EDA in August 2012. The outcome of this exercise is the Uganda National EFA/EDA Report (2001-2010).

1.1.1 PURPOSE

This EFA/EDA exercise constitutes the overall strategy for generating information required for policy action for effective implementation of the Dakar Plan for Action (2000), on EFA. It is conceived as a national exercise involving key stakeholders drawn from the public and private sectors as well as development partners including civil society. Its purpose is to provide national learning on the implementation of the six EFA goals in Uganda during the decade 2001-2010, so as to generate policy action required to accelerate progress.

1.2.1 SPECIFIC OBJECTIVES

As one of the countries that endorsed the Dakar Framework of Action for EFA, Uganda is obligated to conduct EFA/EDA so as to document progress that the country has made in the implementation of the six Educations for All (EFA) goals during the decade under review.
The specific objectives of this undertaking are to:

(i) Review progress made by Uganda on the implementation of each of the six EFA goals since 2001;
(ii) Identify and review of effectiveness of policies, and strategies adopted for the implementation of each of the six goals in Uganda;
(iii) Identify key challenges and emerging issues in the implementation of each of the six EFA in Uganda;
(iv) Map the unreached and marginalized populations under each of the EFA Goals;

(v) Recommend appropriate interventions to enhance the achievement of the EFA goals in the run up to 2015 target date;
(vi) Document good practices and draw salient lessons on EFA implementation in the country;
(vii) Assess the extent to which Uganda has kept its international commitments on EFA;
(viii) Assess prospects and make recommendations for EFA in Uganda in the Post-2015 era; and,
(ix) Contribute to Regional and Global debate on the post 2015 education agenda.

1.3 Report Structure

Uganda's 2nd EFA/EDA report is structured into eight (8) Main segments vizi-the Executive Summary; Chapters 1, 2, 3, 4, & 5; Annexes; and Bibliography.

Executive Summary: provides the summary of the 2nd EFA/EDA report.

Chapter One: This provides background information on EFA/EDA focusing on its purpose and objectives.

Chapter Two: Provides the National Context for the Implementation of EFA Goals during the Decade 2001-2010.

Chapter Three: Is the most significant part of the report as it presents a comprehensive assessment of the implementation of the EFA in Uganda during the period under review. It is a goal based assessment that focuses on key thematic areas that include the scope and linkages of the goal with other goals; policy framework; implementation strategies; main achievements and challenges; as well as implementation gaps.

Chapter Four: highlights main developments that have occurred in the implementation of each of the six goals since 2010, which need to be taken into account during the formulation of the post 2015 education agenda in the country.

Chapter Five: Presents the conclusion and recommendations arising from the assessment results.

Annexes: Provide in-depth information on some areas of the report to facilitate cross-referencing.

Bibliography: Provides a list of documents that provided the main source of information for the EFA/EDA.

1.4 EFA/EDA Approach, Methodology and Process

1.4.1 Approach

The approach adopted in the EFA/EDA was recommended by UNSECO headquarters (as a Global Coordinator of EFA), was participatory and intended, to facilitate National learning and capacity building, as well as ensure credible, comprehensive, evidence-based assessment results.

This approach involved:

(a) Setting-up a National EFA Steering Committee (comprised of Permanent Secretaries from line ministries) to oversee EFA Assessment process. This is intended to ensure that outcomes of the assessment are fully owned by government;
(b) Establishing EFA Goal-Based Technical Working Groups whose memberships are drawn from representatives from MoES ,line ministries, relevant Government Departments and Agencies, NGOs, Private Sector and Education Development Partners (*as opposed to use of consultants*).This approach allows government to learn and to ensure credible, comprehensive, evidence-based and participatory assessment of EFA achievements in the country; and,
(c) Nationally, launching the EFA End decade Assessment so that the media and the general public become engaged.

1.4.2 Methodology

The methodology employed by the EFA/EDA analysis combined both quantitative and qualitative techniques. However, document analysis was the main data collection technique, complemented by workshops and limited field visits.

1.4.3 Process

The process commenced with the Permanent Secretary, Education and Sports (in August 2012), authorizing the establishment of:

(i) A National EFA Steering Committee and a Secretariat to spearhead EFA/EDA. The Secretariat is headed by the National EFA Coordinator (who is the Assistance Commissioner Statistics, Monitoring & Evaluation);
(ii) Six inter-sectoral Technical Working Groups (comprised of 42 membership drawn from relevant MoES departments, NGOs, International Development Agencies, line Ministries and Agencies of Governments, including Uganda Bureau of Statistics-UBOS and National Planning Authority-NPA); Commencement workshop for the EFA/EDA;
(iii) Formulation of assessment indicators;
(iv) Document analysis (that involved review of policy documents, progress reports, official reports, commissioned study reports, circular reports, legal and regulatory instruments and retune monitoring & evaluation reports;
(v) Analysis of primary and secondary data from multiple sources;
(vi) Preparation of the Preliminary EFA/EDA Report for the 2nd High Level Forum on Education for All for Eastern Africa Countries held at Kampala in July 2013;
(vii) Preparation five draft reports (Zero, first, second, third and fourth draft reports),
(viii) Validation workshop;
(ix) Preparation of a pre-final draft for adoption by the top management, and;
(x) Preparation of final EFA/EDA report.

1.5 Scope

Like in all UNESCO member countries, the scope of Uganda's 2nd EFA/EDA covered the implementation of the six EFA goals during the decade 2001-2010. It focused on documenting national efforts made in their implementation as well as challenges encountered thereof. The assessment also captured noteworthy post 2010 developments under each EFA goal that have a bearing to the post 2015 Education agenda.

1.6 Challenges

The main challenge encountered in the preparation of this EFA/EDA Report included;

(i) Lack of budgetary resources that made it difficult for the Technical working groups to implement their work plans for data collection.

(ii) Inadequate capacity building for the technical working groups that slowed the pace.

(iii) Limited data on most of the EFA goals implemented outside the formal education system, particularly initiatives by non-state actors.

1.7 Limitations of this EFA/EDA Report

The methodology engaged in this report was not without limitations. Noteworthy among these limitations is the paucity of systematic data to determine trends in the achievements of EFA goals. Most significantly data from non-state actors was difficult to come by. To minimize this impact the report has had to use in some areas single year data to gauge achievements during the period under review.

CHAPTER 2: OVERVIEW OF THE NATIONAL CONTEXT

2.1 INTRODUCTION

The implementation of Education For All (EFA) Goals in Uganda during the decade 2001-2010 was inevitably influenced by the wider external environment. This external environment comprises elements that broadly define the national context that require full understanding as they contextualize the progress that was achieved during the period under review.

This chapter analyses the key elements of the national context that in-part or fully influenced the progress made by Uganda in implementing the six EFA goals since 2001. These among others include; the geographical location and land resources; the people, population, and demographic trends; politics and governance; social and cultural dynamics; the national development framework; the macro-economic policy; the role of education in national development; the policy and institutional framework for education service delivery; and partnership for educational development.

2.1.1 THE GEOGRAPHICAL LOCATION AND LAND RESOURCES

Uganda is located in East Africa between latitudes 4°12' to the north and 1°29' to the south, and between longitudes 29°34' and 35°00' to the east. The country is generally situated on a plateau of over 1,200 m above sea level and astride the equator. This gives it a mild tropical climate (with average temperatures ranging from 18 to 28 degrees Centigrade), is thus popularly referred to as "the pearl of Africa". It is a land-linked country (with a land area 241,038 square kilometers), borders Kenya in the east, the United Republic of Tanzania in the south, and Rwanda in the south-west, the Democratic Republic of Congo in the west and the Republic of South Sudan in the north.

About a third of Uganda's land mass is covered by fresh water bodies and wetlands. Lake Victoria (the 2nd largest inland fresh water lake in the world after Lake Superior), dominates the southeastern corner of the nation (as almost one-half of its 10,200-square-kilometer area lies inside Ugandan territory). This lake feeds the upper waters of the Nile River and is therefore, referred to as the Victoria Nile.

Approximately 21 percent of the land is currently cultivated; 45 percent is either woodland or grassland (a significant portion has been cleared for settlements, roads, and farmland particularly in the south and southwest); 13 percent of the land is officially gazetted as national parks, game reserves and forests.

Uganda has rich soils (particularly in the Central, Eastern and Western regions) as well as extensive Swampland surrounding lakes in the southern and central regions (which support abundant papyrus growth). This together with a relatively stable rain pattern (two rain seasons per year) gives the country a rich flora and fauna which makes it generally green (as it is covered by woodlands and savanna in the central, eastern and western regions, which give way to acacia and cactus growth particularly in the

north east). Consequently (and despite climatic change) the country still has a high potential for extensive agriculture. Uganda is also endowed with a wide range of geological resources particularly minerals, oil and gas.

Uganda's favorable geographical location, coupled with its rich flora and fauna as well as extensive geological resources gives her a high potential and comparative advantage which it requires for sustainable agro and mineral-based industrial development. Harnessing this potential, would give Uganda the ability to provide for all her basic education they require with minimal external support.

With regard to the implementation of EFA goals in the last decade, the country's geographical location, the landscape and the physical features have over the years had both positive and negative influence in the provision of education. For instance, as a result of mainly geographical factors, some areas of the country have been declared hard to reach with regard to education services provision. Such areas are characterized by difficult terrain; hostile climatic conditions, which make it difficult to provide physical infrastructure and social amenities. In such areas, accessibility to education services have been hampered by severe shortage of qualified teachers, infrastructure and long distances children have to cover to reach education services provision points.

2.1.2 THE PEOPLE, POPULATION, AND DEMOGRAPHIC TRENDS

2.1.2.1 The People

Ugandan society has a rich and varied ethnicity and cultural diversity. It is comprised of four (4) major ethnic groups (i.e. the Bantu, Hamites, Nilo-Hamites, and the Nilotics), with over 65 dialects. The Bantu-speaking ethnic group (who live in the central, southern and western parts of the country), currently constitutes the majority. The non-Bantu speaking ethnic groups (occupy the eastern, northern and northwestern parts of the country). This ethnic composition plays a major role in shaping Uganda's national character and the way of life of the people.

However, (mainly as a result of colonialism), linguistic development among the various ethnic groups, has not been uniform and tends to privilege some languages over others. In addition, the multiplicity of languages does not facilitate direct communication amongst communities. Information in indigenous languages has to be translated to English first and vice versa if it is to be shared. This often results in gross distortions and loss of meaning. In relation to literacy in mother tongue, the available literature among most ethnic groups is limited because some local languages lack orthographies[7].

However, social and cultural diversity presents a serious challenge to the desired social cultural transformation to the country. Cultural attitudes about girl's roles for instance, are still negatively strong and resist rapid changes. A multiplicity of dialects also presents serious challenges to the implementation of the policy on the use of

[7]The Uganda National Culture Policy, 2006: 9.

Mother-tongue as a language of instruction in lower grades (intended to enhance competences in literacy and numeracy at this level and critical in reaching the marginalized groups). Instruction in mother tongue is proven speed-up the acquisition of basic literacy and numeracy skills.
Consequently, the multiplicity of dialects coupled with lack of orthographies for most of them makes the sheer cost of operationalizing the policy of instruction in Mother-tongue (in terms of orientation of teachers, production of non-instructional materials and teachers guides and the translation of curricular materials to various dialect) is so prohibitive that it has undermined its implementation and thereby, partly contributed to the failure to reach the unreached.

2.1.2.2 The Population and Demographic trends

At the turn of the 21st century, Uganda's population was estimated at 22 million (*2000*); in 2010 the population was projected at 34 million (*51 percent are female*)[8] with an annual growth rate of about 3.5%. The county's population is further projected to reach the 38 million mark by 2015, 55 million mark in 2025 and 130 million mark in 2050. Table 1.1 presents the demographic indices and trends between the population censuses conducted between 1948 and 2002 (*the most recent census*).

Table 1.1 Uganda's population characteristics, 1948-2002

Indicator	1948	1959	1969	1980	1991	2002
Population (millions)	5.0	6.5	9.5	12.6	16.7	24.7
Population increase (millions)	n.a	1.5	3.0	3.1	4.1	8.0
Inter-censal growth rates %	n.a	2.54	3.85	2.71	2.52	3.4
Sex ratio	100.2	100.9	101.9	98.2	96.5	96.0
Crude birth rates	42.0	44.0	50.0	50.0	52.0	47.3
Total fertility rate	5.9	5.9	7.1	7.2	7.1	6.9
Crude death rate	25.0	20.0	19.0	n.a	17.0	15.0
Infant mortality rates	200.0	160.0	120.0	n.a	122.0	160.0
Urban percentage	n.a	4.8	7.8	8.7	11.3	12.3
Density (Population/km squared	25.2	33.2	48.4	64.4	85.0	126.0

Source: UBOS 2012

The table demonstrates that Uganda's population increased nearly fivefold, from 5 million in 1948 to 24.7 million, in 2002. Between 1991 and 2002 alone there was an increase of 8 million persons representing the highest increment ever recorded. This high growth of the population is largely attributed to a high fertility rate of about seven children per woman, a relatively high birth rate and declining infant mortality and crude death rates.

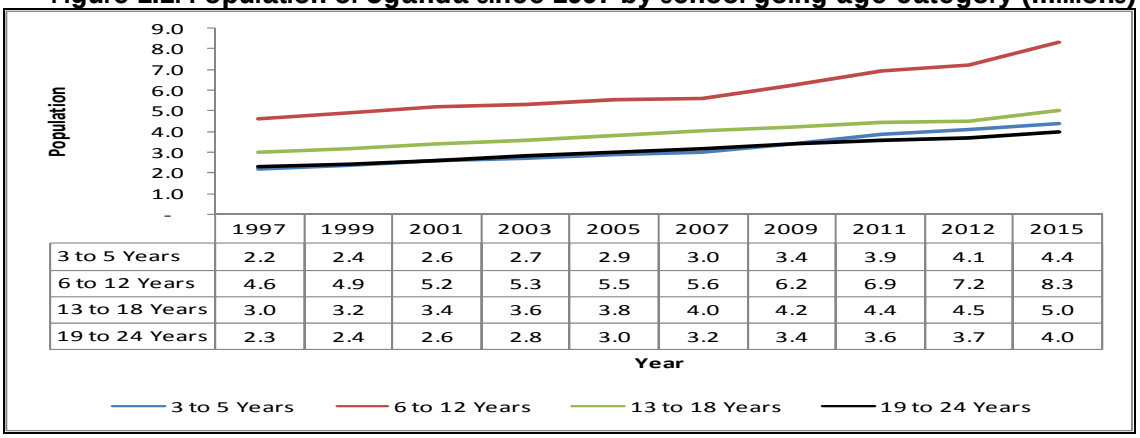
Uganda's' population is predominantly young with those aged below 18 years constituting 60 per cent. Although this human resource (i.e youthful population) if well nurtured and educated could be viewed as a great resource (as it presents opportunities for innovation, big domestic market hence spur future economic growth and social transformation), in the short run however, rapid changes in the population growth not undermines the development of the education system, but also jeopardizes future growth, and structural transformation of the country, therefore

[8] UBOS Statistical Abstract (2012)

reducing the pace of national development[9] particularly if the population growth rate continues to out-pace that of the economy.

With specific regard to the education system, Uganda's high population growth rate (estimated at 3.5 per cent per annum); has contributed to the surge in the school going-age children thereby creating excessive social demand for education. Figure 1 summarizes projected growth in the population of school age going children up to 2015[10].

Figure 1.1: Population of Uganda since 1997 by school going age category (millions)



	1997	1999	2001	2003	2005	2007	2009	2011	2012	2015
3 to 5 Years	2.2	2.4	2.6	2.7	2.9	3.0	3.4	3.9	4.1	4.4
6 to 12 Years	4.6	4.9	5.2	5.3	5.5	5.6	6.2	6.9	7.2	8.3
13 to 18 Years	3.0	3.2	3.4	3.6	3.8	4.0	4.2	4.4	4.5	5.0
19 to 24 Years	2.3	2.4	2.6	2.8	3.0	3.2	3.4	3.6	3.7	4.0

Figure 1.1 demonstrates that on the average population produces 1.2 million children per annum which the education system is expected to absorb. This has occurred in a context of slow transformation of the economy leading to scarcity of resources (particularly budgetary resources) required hiring qualified teachers and providing requisite infrastructure. As well as teaching and learning materials yet the economy is not growing at the same pace. This state of affairs has significantly influenced progress in the achievement of EFA goals in the country.

During the period under review therefore, the prevalent population and demographic trends have a significant impact on the national achievements made in the implementation of EFA goals. The high fertility rates observed in the population for instance, is mainly attributed to low levels of education, teenage pregnancy and prevailing cultural attitudes that justify the need for large families. In addition, the over 3.5 population growth rate created a pool of unskilled youth that resulted into high unemployment and under employment. Most of this unskilled youth are absorbed in the agricultural sector which currently employs over 75% of the labour force.

[9] National Population Policy, 2008

[10] Aactual population figures exist for only census years. Population for inter-census years is only a projection. The most recent census year was 2002.

2.1.3 Politics and governance

Since the colonial period Uganda has had a centralized/ unitary government. Until 1986, however, the post-independent history of Uganda as a nation state was mainly characterized by periods of political instability and turmoil. Since then, the current National Resistance Movement (NRM) government succeeded in restoring order and security across the country as well as implementing critical reform programmes for economic recovery and social development. The most notable aspect of its political reform agenda relates to the process of empowering local governments through decentralization (introduced in 1992, with devolution of powers, functions and responsibilities to Local Governments). The Constitution of Uganda provides the framework for governance and development of the country. The Central government formulates policies, provides standards and guidelines, builds capacity, and ensures supervision, coordination and resource mobilization to promote development of the country. Currently the country is divided into administrative units that include 126 districts and 33 municipalities (see fig. 1.1).

During the period under review therefore Uganda witnessed the consolidation of good governance and the rule of law which constitutes pre-condition for peace, stability, sustainable economic growth and development. Consequently politics and governance played a significant role in the progress that has been realized in the implementation of the EFA goals.

2.1.4Social and cultural dynamics;

During the period under review social and cultural dynamics played a significant role in the implementation of the EFA goals.

2.1.4.1 Social trends

During the period under review notable social trends that had a bearing to the implementation of EFA goals include poverty, HIV/AIDS prevalence, high youth unemployment and social exclusion.

In 2001 the percentage of Ugandans living in poverty was estimated 57%; by the end of the decade this proportion had reduced to 24.5%. However throughout this period the incidence of poverty remained higher in rural areas than in urban areas. The rural areas with 85 percent of the population accounted for 94.4 percent of the national poor.

In the area of public health, HIV/AIDS pandemic was a major challenge to national development throughout the decade as it made it difficult to sustain any gains attained. The rapid population growth compounded the problem of HIV/AIDS by adding to the absolute numbers of new infections. Within the education and sports sector, HIV and AIDS has affected both the human resource (teachers and administrators) and pupils/students most especially age group of 15 – 24 years. In this way, it has posed a great challenge to the delivery of education in the country. It has the possibility to weaken the ability of the education system to function properly, thereby, undermining its capacity to meet its policy targets.

Social marginalization (attributed to a combination of factors that include poverty, geographical and rural location and cultural barriers), was one of the negative social trend that persisted in the period under review. For instance as result of cultural beliefs some communities did not send their girls to school because they are perceived as a source of additional family labour and wealth. In other communities boys were denied participation in education because of '*masculine'* economic activities (such as cattle keeping, fishing, quarrying, rice growing and plantation agriculture) undertaken that require their labour as compared to girls.

The country also faced significant contextual barriers to positive social change. Most prominent of these was poverty that impacts negatively on people's efforts to change behavior. Women, particularly single mothers and youth out of school, are severely affected by poverty that increases their vulnerability to HIV/AIDS. Poverty remains a limiting factor for access to information and services on HIV/AIDS. It is compounded by alcoholism which deters people's efforts to abstain, remain faithful to their partners or correctly and consistently use condoms.

Other barriers to positive social change that the country experienced during the last decade include; significantly high illiteracy levels among the adult population (which creates inability to read and comprehend development messages), negative peer pressure and cultural inclinations that perpetuate gender inequalities and failure of parents to address sexual issues with their children (as sex matters remain taboo among most communities).

However, some of the newly embraced social norms and values have also created new challenges especially the degradation of the social moral fabric which is wreaking havoc on the youth.

2.1.4.2 Cultural trends

Ugandans have different beliefs and traditions that are deeply rooted in their cultural and religious values[11]. These (beliefs, traditions and values) continue to greatly influence national development. However as a result of social and cultural dynamics (mainly engineered by education and foreign influences) Ugandan culture are continually adopting and adapting to new national norms and values. Consequently some of the prevalent cultural practices (particularly Female Genital Mutilation- FGM; early marriages; nomadism and widow inheritance) are in direct conflict with modern social dispensation and aspirations.

The culture of early marriages amongst girls increases the rate of early pregnancies and is partly blamed for the country's high maternal mortality rate and high fertility rate. The prevailing culture of violence against women also constituted a barrier to female participation in EFA activities. In addition some communities still do not prioritize girls education because girls' educational benefits are likely to be enjoyed by the family into which they she will marry into and not by her family of origin[12]. .

Certain elements of Uganda's traditional and cultural norms are therefore not supportive of national development in general and EFA activities in particular. At the community and household level, girls (particularly in rural areas are restricted from participating in Education activities. There is also slow behavior change which has resulted in HIV/AIDS prevalence rates which affects the participation of those households infected and affected by the HIV/AIDS pandemic.

On the positive note, gender equity initiatives greatly benefited from the considerable progress Uganda made in the creation of an enabling environment for gender responsive development during the decade.

2.2 The National Development Framework

Up to until 2008, the Poverty Eradication Action Plan (PEAP) was the overarching planning framework for the country and unimpressive growth averaging over 7% was attained. In 2009, the National Development Plan (NDP 2010/'11-2014/'15), and Uganda Vision 2040 took over and are currently the overarching planning frameworks for Uganda.

As Well as under PEAP, the Education and Sports sector constituted a key sector under pillar 5 which addresses the challenge of human development in the country. In the same vein, NDP (2010/'11-2014/'15) also underscore the importance of education in the development of human resources need to transform the economy. This is

[11] Ministry Of Gender, Labour And Social Development (2006); The Uganda National Culture Policy, A Culturally Vibrant, Cohesive And Progressive Nation , P.O Box 7136, Kampala-Uganda
December 2006

[12] Department of Sociology, Makerere University, Kampala, Uganda: The education of girls and women in Uganda Peter R. Atekyereza

articulated in its Vision to "be knowledge based, informed and skilled"[13] It also lays emphasis on education as a basis for human resource development, lifelong education and promotion of science and technology.

At the Education and Sports sector level, the Sector Wide Approach (SWAp) still provides a framework for planning and financing since 1999. It promotes a holistic and forward approach to planning Education and Sports services delivery by integrating all sector activities into one common, fully costed programme. It has also enhanced government ownership of sector priorities; promoted the participation of all the key stakeholders in decision making; institutionalized public-private sector partnerships and created a mechanism for effective coordination of external aid to the education sector. The integration of all Education and Sports activities into mainstream structures and processes of the MoES created a basis for their long term sustainability as well as implementation of EFA goals.

2.2.1 The Macro-economic Framework

The main stay of Uganda's economy is agriculture. Key crops produced include coffee, tea, cotton, tobacco and cassava. These crops together with fish, electrical products, iron, steel, gold, flowers and horticultural products constitute the backbone of Uganda's exports. Main exports markets include South Sudan, Kenya and the European Union.

The political and civil strife experienced in the country between 1971 and 1985 resulted in fiscal and monetary mismanagement leading to total breakdown in budgetary discipline, physical infrastructure and social services.

By 1986, Uganda's GDP was approximately 40% lower than it was in 1971. This was accompanied by high corruption, overvalued currency, high exchange rates and spiralling inflation (Leliveld, 2006). This state of affairs resulted s agnation in both economic growth and social development.
To redress the situation, the NRM government embraced the World Bank- Led structural adjustment program that involved trade liberalisation policy privatisation and divestiture of public enterprise, foreign exchange liberalisation, reorganisation of tax revenue collection, civil service reform, reduction in the size of the army, decentralisation, streamlining of investment policy and rehabilitation of the socio-economic infrastructure. This together with the launch of an *Economic Recovery Programme* (ERP1997) stabilized the economy and started it on the growth path of 7% throughout the 1990s.

In 1997, the Government of Uganda adopted a new policy program oriented to poverty eradication in the delivery of social services. This policy framework dubbed the Poverty Eradication Action Plan (PEAP), became the over overarching national planning framework. PEAP therefore, formed the basis of development of detailed sector plans and investment as well as service delivery programmes (particularly in the areas of Basic Education, Primary Health Services, Rural Sanitation and Roads). By the beginning of the 21st century, Uganda had adopted the Sector Wide Approaches

[13] The National Development Plan (2010/11-2014/15)

(SWAps) as a basis of sector planning and development within the framework of the Poverty Eradication Action Plan. This earned the country debt relief under the Highly Indebted Poor Countries (HIPC) initiative in April 1998. The debt relief savings were channelled through the Poverty Action Fund (PAF) to sustain the social service sectors particularly primary education and health.

The stabilisation of Uganda's economy and monetary sector was achieved through a complementary application of policies strictly limiting expenditure to the available resource envelope. In that regard, the three-year rolling Medium Term Expenditure Framework (MTEF) was adopted as the government's master expenditure planning tool. It is regularly reviewed and implemented on the basis of the Annual Budget. Both the MTEF and the Annual Budget are consultative and participatory processes. Since its adoption, MTEF now provides the basis for Sector/district planning.

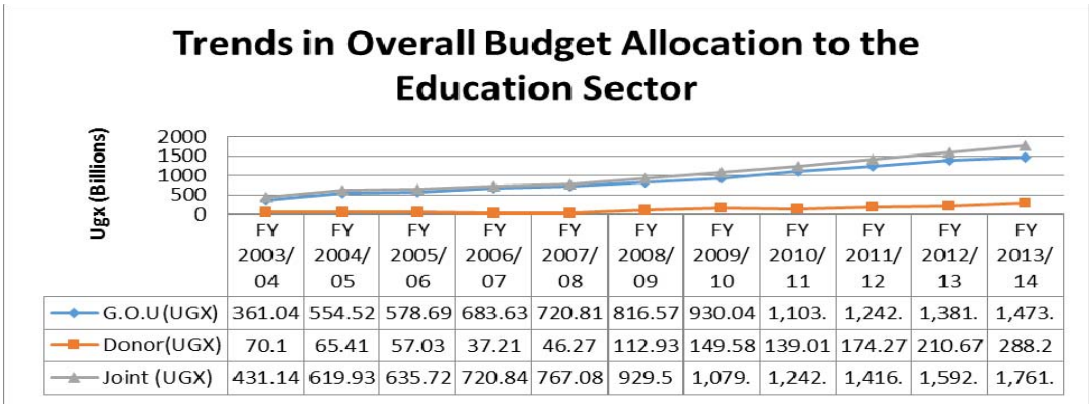
2.3 Financing of Education

Funding for Education Service delivery is a cooperative responsibility of Government, Education Development Partners, Private Sector, NGOS, the Community and Parents. Government funding is provided annually through the Sector Budgets appropriated by Parliament. It reflects domestic and Official Donor Aid resources allotted for educational service provision and development. External resources are provided by donors working under the umbrella of Education Development Partners (EDPs).

The private sector too complements government through direct investment in education service provision particularly in the establishment of privately owned educational institutions at all levels. NGOs also support education service provision in marginalized communities or areas; while parents remain the backbone of education funding and service provision. They not only provide complementary funding for pedagogic materials (e.g. pens, pencils, exercise books etc), but are also solely responsible for non-pedagogic costs such as uniform, feeding, health care and accommodation. The communities to provide supplementary funding to the sector in terms of direct labor, financial contributions, voluntary participation in School Management Committees and other school activities.

During the development of the ESSIP 200-2007, MFPED anticipated that the budget for education would increase by 76% between 2003/04 and 2013/14. The share of education as a total government expenditure has declined from 20.6% in 2002/03 to fluctuate between 17% to 18% in 2008/09. Budget allocations continue to face pressure from competing priorities from other sectors such as energy, infrastructure among others.

Figure 1.2: Budget Allocations to the Education Sector (2003-2013)



	FY 2003/04	FY 2004/05	FY 2005/06	FY 2006/07	FY 2007/08	FY 2008/09	FY 2009/10	FY 2010/11	FY 2011/12	FY 2012/13	FY 2013/14
G.O.U (UGX)	361.04	554.52	578.69	683.63	720.81	816.57	930.04	1,103.	1,242.	1,381.	1,473.
Donor(UGX)	70.1	65.41	57.03	37.21	46.27	112.93	149.58	139.01	174.27	210.67	288.2
Joint (UGX)	431.14	619.93	635.72	720.84	767.08	929.5	1,079.	1,242.	1,416.	1,592.	1,761.

Source: BFP 2003/04-2014/14

Figure 1.2 gives the share of education and health services in GDP between 1988 and 2008 and their performance over the same period. The share of education services in GDP significantly increased between 1988 and 2004 where it peaked at 7 per cent but declined thereafter.

2.4 Policy and Institutional Framework for Education Service Delivery

2.5.1 The General Educational Policy Framework

It is the NRM government which triggered off a genuinely transformative education reform process with the appointment of the Education Policy Review Commission (EPRC) of 1987. The subsequent Government White Paper on Education (GWPE) or policy statement of 1992 is in fact a derivative of the EPRC report of 1989 (Teskey G. and Hooper R., 1999, 1.6).

The GWPE covers all levels of education from pre-primary to higher education and all types of formal education such as general, technical, vocational and teacher training as well as non-formal education.

The commitment to the implementation of the GWPE recommendations was formalized in the production of ESIP (1998-2003) which offered an overarching framework for educational development in Uganda. ESIP's policy priorities include:

- Providing equitable access to quality and affordable education to all Ugandans by;
- Expanding the functional capacity of the educational structures
- Reducing inequalities of access between sexes, geographical areas, and social classes
- Redistributing resources to the lower educational public sector through UPE program, and
- Liberalizing the tertiary and higher education sub-sector (Hallak, et al P.12).
- Propelling the nation towards achieving the goals of the PEAP;
- Meeting commitments to achieve EFA and the MDGs by 2015;
- Providing relevant education and enhancing efficiency; and
- Strengthening partnerships in the education sector.

The ESIP framework is the foundation on which the development of education in Uganda over the medium term has been formulated. It is by and large premised on the recommendations of the Government White Paper and the Education Policy Review Commission (EPRC) report. It presents targets and implementation strategies together with an outline of investment programs which fulfill government's policy directions.

The ESIP was, in turn, given a refocus in the Education Sector Strategic Plan (ESSP: 2004-2015). ESSP provides a long term costed action framework with phased implementation programs covering resource mobilization, allocation and effective service delivery mechanisms. Both the ESIP and ESSP are strongly linked to the government's overall national development framework, the Poverty Eradication Action Plan (PEAP: 2004-2010). They also incorporate the provisions of the Millennium Development Goals (MDG, 2000), Education For All (EFA, 1990) and the Dakar protocol of 2000.

The ESSP represents a commitment to provide quality basic education and training to prepare the beneficiaries for the challenges of the twenty first century including, globalization, modernization, the information age and the knowledge-based economic competition in global markets.

It is also instructive that, in Uganda education is a constitutional right enshrined in the 1995 constitution of the republic of Uganda. Article 30 makes education for children a human right. And Article 34 obliges the state and parents to provide children with basic education.

2.5.2 Main Policy Challenges

- ✓ Majority of stakeholders are "education policy illiterate";
- ✓ Low and uninformed participation of the grassroots in the education policy formulation process;
- ✓ Dual ownership of the education policy formulation process. While the process of education policy formulation is kick-started at the grassroots, it is the technocrats at the MoES and the donor representatives – and not the intended beneficiaries – who will draft and ultimately approve the policy document;
- ✓ Consequently, aid to education continues to be (at least partially) tied to donor determined conditionalities;
- ✓ The principle of "host government ownership and leadership" can be abused and taken to mean government dictatorship;
- ✓ PPET was (initially at least) relatively sidelined from the government-led macro-level educational policy dialogue since it did not constitute a priority sub-sector; and
- ✓ The difficulty of implementing USE while at the same time protecting the gains of the UPE program using a limited resource envelope.

2.6 The Legal and Policy Frameworks for Education

During the 1st decade of Education for All (EFA) implementation, Uganda succeeded in laying a firm foundation (in terms of legal, policy and institutional frameworks), required to effectively deliver on the EFA targets in the country.

2.6.1 Policy Framework for Education and Sports Delivery and Development

Throughout the decade under review the Poverty Eradication Action Plan (PEAP) continued to provide the national framework for education and sports' delivery and development. The Education and Sports sector constitutes a key sector under pillar 5 which addresses the challenge of human development in the country. At the end of the decade, this framework was succeeded by the National Development Plan (NDP)

At the sector level, the Government White Paper on Education (1992), the Physical education and Sports Policy (2004), contained in Education Sector Strategic Plan (2007-2015), and the international Commitment on Education (i.e. EFA and MDGs) continued to provide a framework for Education and Sports service delivery during FY 2008/09. However, it is worth noting that during this period the Government commenced the development of the National Development Plan (NDP 2010/'11-2014/'15) which once completed, is expected to provide a new National framework for planning and service delivery for all Sectors of government. Box 2.1 indicates International Long Term commitments on Education.

2.6.2 Legal and Regulatory Framework

The Sector's Legal and Regulatory Framework is comprised of the Constitution of the Republic Uganda (1995); the Education Sector Policy as contained in the Government White Paper on Education (1992) and various Policy initiatives formulated hereafter (*i.e. the UPE Policy; USE/ UPPET policy, science education policy etc*) laws particularly the Education Bill (2008), the BTVET Act (2008), the Universities and other Tertiary Institutions Act (2001), the UNEB Act (1983), NCDC Act (2000) and Education Service Act (2002).

The national legal framework for EFA was reinforced by international commitments that Uganda had earlier on acceded to, which among others include; the Universal Declaration of Human Rights (1948), United Nations Educational, Scientific and Cultural Organization (*UNESCO*) Convention against Discrimination in Education (1960), the International Covenant on Economic, Social and Cultural Rights (1966), the Convention on the Elimination of All Forms of Discrimination Against Women (1979)' the United Nations Convention on the Rights of the Child (1990) and The Education for All Agenda (1990).

At the regional level, Uganda ratified the African Union Protocol to the African Charter on Human and People's Rights on the Rights of Women in Africa (2003). In this Protocol, member States reaffirmed their commitment to promotion of gender equality. This protocol provides for the rights to education and training and promotion of gender equality as enshrined in the Consultative Act of the African Union. This is all enshrined in Article 12 sub-section 1&2.

Article 12 sub-section 1 of the protocol states that……States Parties shall take all appropriate measures to: eliminate all forms of discrimination against women and guarantee equal opportunity and access in the sphere of education and training; eliminate all stereotypes in textbooks, syllabuses and the media, that perpetuate such discrimination; integrate gender sensitization and human rights education at all levels of education curricula including teacher training……..

Article 12 sub-section 2 states that……States Parties shall take specific positive action to: promote literacy among women; promote education and training for women at all levels and in all disciplines, particularly in the fields of science and technology; promote the enrolment and retention of girls in schools and other training institutions and the organization of programs for women who leave……..

At the sub-regional level, the East African Community Draft Bill on Rights (2009), provides that all persons in the member states have rights to Education. This is articulated in Article 24 sub-section 1&2.

Article 24 sub-section 1 states that… All persons have a right to ; basic primary and secondary education which shall be compulsory and free to all to access to technical and vocational education in its different forms; and further education, including adult basic education, which each Partner State, through necessary measures, shall make progressively available and accessible…

Article 24 sub-section 2 states that…… State shall consider all necessary measures to provide educational alternatives, including single medium institutions, taking into account- (a) equity; (b) quality (c) practicability; and (d) the need to redress the results of past discriminatory laws and practices……..

At national; the legal framework was firmly laid with adoption of the constitution (1995), which for the 1st time since the country attained her political independence (1962),made it obligatory for the Government of Uganda (GoU) to provide basic education to all its citizens as a basic right. This is enshrined in Articles 30 and 34 of the constitution of the Republic of Uganda.

Article 30 sub-section…. States ……." All persons have right to education"……. While Article 34 Sub-section….14 Provides that……. "A child is entitled to basic education which shall be the responsibility of the State and the parents of the child……..15"

In 1996, this constitution provisions received a boost with the enactment of Children Statute (1996) which among other things codified the rights of Ugandan Children, with basic Education being one of these inalienable rights.

[14] The constitution of The Republic of Uganda 1995: Article 30: The right to education.
[15] The constitution of The Republic of Uganda 1995: Article 34: The rights of children

At the national, other new frameworks have evolved which have complemented the already existing frameworks ones. These frameworks include among others; the Uganda Children's Act 2004 and the Equal Opportunities Commission Act 2007. The Uganda Children's Act continued to echo out children rights to education and this is articulated in Part II; section 5.

Section 5 states that…….. It shall be the duty of a parent, guardian or any person having custody of a child to maintain that child and, in particular, that duty gives a child the right to education and guidance……..

Equal Opportunities Commission Act was enacted 2007. This puts into operation the states' constitutional mandate of eliminating discrimination and inequalities against any individual or group(s) of people on the grounds of sex, age, race, color, ethnic origin etc. This Act emphasizes the elimination of gender discrimination which is in the interest of EFA goal 5.

At the sector level, the Education Sector entered into another evolution error of legal framework to complement the already existing and to propel the sector towards achieving EFA goals by 2015. These legal frameworks include among others: The Education Bill (2000,) revised School Management Committee Regulations (2000); NCDC Act (2000) and Education Act (2008).

The Education Bill (2000), provided for more modern framework for managing education in the country. Its significance for EFA is that for the first time in the history of Uganda, basic education was made compulsory and punishable by law for those who deny children the right to basic education as stipulated in the constitution of the republic of Uganda. It actually calls for more contemporary structure for managing education to demand for more volatile arrangement to cater for the demand of education during the decade.

In accordance with the provision of Education Bill 2000, School Management Committee regulations were revised in the same year (i.e.2000), and this revision demanded for the establishment of a more robust structure for managing primary education at the school level.

In 2008, the Education Act was ratified as an act to revise, consolidate update the already existing laws relating to the development and regulation of education and training in the country. It was to revoke the earlier Education Act and to provide for other related matters which were not earlier on covered. As were the case with other legal framework, the 2008 Education Act is important to the EFA because it re-emphasized the notion of Education as rights to all. This is articulated in Article 13 sub-section 4.

Article 13 sub-section 4 states that …, Basic education shall be provided and enjoyed as a right by all persons. and that provision of education and training to the child shall be a joint responsibility of the State, the parent or guardian and other stakeholders …….

2.7 Institutional Framework

The Education and Sports Sector is comprised of two sectors; the public and private sectors. The Public Sector is constituted by Departments and Affiliate bodies under MoES, Key line ministries (i.e. MoFPED, MoLG, MoPS) the District Local Governments and Municipal authorities. During the period under review, the number of Departments under MoES expanded from 10 to 12 as a result of the restructuring of the Ministry that created two new departments (Guidance and Counseling and Private Secondary Schools). In addition the restructuring created four new directorates (i.e. Higher, Technical and Vocational Education and Training; Basic and Secondary Education Standards and Industrial training).

The private sector is diverse and comprised of individual investors, communities, civil society organizations, international NGOs and Faith Based Organizations.

2.8 National Policy Framework for EFA

In the area of policy, the foundation for EFA was firmly laid with enactment by Parliament of the Government White Paper on Education (1992). This was not only a fundamental policy, but was revolutionary in many aspects. For the 1st time since independence, this policy not only defined the Mission and Vision of the country's education but also defined the attitudes that the education system should inculcate in the citizenry. Its revolutionary aspects included the prioritization of the new policy on democratization of basic education and gender equity in participation.

With regards to policies, the main policy thrusts of education sector over the years have been focusing on expanding the functional capacity of educational structures and institutions as well as reducing on the inequalities of access to education between sexes, geographical areas, and social classes; enhancing equality and addressing gender and equity in education.

To achieve these policy thrusts, a number of policies have been formulated to propel the sector into achieving EFA targets by 2015, and these include among others: the Universal Education Policy, Affirmative Admission Action Policy, Physical Education and Sports Policy (2005) Education and Sports National Policy Guides on HIV/AIDS(2006) Basic Education Policy for Disadvantaged Groups(2006);USE/UPPET policy 2007, Early Childhood Development Policy (2007) Gender in Education Policy (2009) Local Language Policy; National School Health Policy, Automatic Promotion Policy.

Physical Education and Sports Policy (2005): This policy was introduced in 2005, and it aims at; improve planning, management and coordination of Education and Sports in the country; improve and sustain physical education through formal and non-formal programs; identify talents in games and sports among children and youth both at school and those out of school for further training and specialization. This policy is of particular importance Education for All in that, programs and initiatives undertaken under this policy contribute to enhancing retention and completion rates in schools;

inculcate positive values and life skills, and empowering and promoting inclusion of marginalized groups into the education system.

Education and Sports National Policy Guides on HIV/AIDS (2006): This policy provides a framework for responding to HIV/AIDS in the Education and Sports Sector. It provides a guide to the entire education and sports sector institutions on HIV/AIDS. The policy addresses HIV/AIDS issues among Teachers, Learners (i.e. Pupils and students), educators, education and sports managers and other categories of employees in the education and sports sector. It also provides a guide for HIV/AIDS prevention, care treatment and support program, interventions and initiatives in the sector. Its major objectives include; ensuring that learners, students, education managers, educators and other sector employees access HIV/ AIDS prevention, treatment, care and support services.

Basic Education Policy for Disadvantaged Groups (2006): Basic Education Policy for Disadvantaged Groups; Basic Education Policy for Educationally Disadvantaged Children 2006 (Note: This Policy has been revised to be called Non-Formal Education Policy 2011 – still in draft. It was introduced in September 2006 to ensure that the of children who drop out of school, who are often excluded because of the rigidity of the formal school system, are catered for by the providing viable complementary basic education programs and by easing entry into the formal school setting. This would further encourage reviewing of the programs in place for better access and quality education for the educationally disadvantaged children.

USE/UPPET policy 2007: These policies provide guiding principles on the equitable provision of quality Post Primary Education and Training to all Ugandan students who have successfully completed Primary Leaving Examination (PLE). The policy targeted at lower secondary (S.1 to S.4). Successful student to take part in this policy are those who scored between 4 and 28 aggregate on the PLE. These students became eligible to attend a participating government or private schools without having to pay tuition fees. It underpins the Universal Secondary Education (USE) Program and the Universal Post Primary Education Program in the country. It aims at addressing the challenge of low transition of P.7 leavers to secondary. Since its inception in 2007, more than half a million secondary school children are studying under the USE policy. For instance total enrolment of students in USE schools have increased from 161,396 in 2007 to 600,328 in 2010. In the same vain total number of schools participating under USE policy increased from 1,155 in 2007 to 1,490 in 2010.

Early Childhood Development Policy (2007): Early Childhood Development Policy is the national framework that provides existing guidelines on children protection, children's rights. It is a document that informs the development of any new legislation on children's affairs and government programs in childhood domain.

It provides a guide to Government Ministries, Departments, and Organization under Government institutions and Non-Governmental Organization That are running programs on Early Childhood Development. Since its inception, the proportion of children attending pre-school increased from 2% in 2006 to 6.1% in 2010. Currently, the proportion of children in pre-school regardless of age expressed as a percentage of the population of eligible official pre-school age is 8.1%, which translates into a gap

of 91.9%. The existing gap is likely to persist if the government does not come up with affirmative action to avert the status quo.

Local Language Policy (2007): This policy provides guidelines required to underpin the implementation of the thematic curriculum in lower primary (i.e. P.1 to P.3). The implementation of this policy has evolved overtime. In 2007, the policy was affected for P.1 and the subsequent year (2008) it was affected for P.1 and P.3. The curriculum is largely delivered using Mother Tongues as languages of Instruction. Teachers' Resource Books were developed in nine Local Languages (Runyankore-Rukiga, Runyoro-Rutooro, Lugbarati, Ateso, Acholi, Luganda, and Rukonzho, Ngakarimojong and Lusoga) to help teachers use Local Languages as media of instruction. This policy of importance to EFA because it aimed at encouraging early break through to literacy by the development of basic language skills for lifelong learning, mastery of numeracy and life skills and values which is the desire of EFA goal 3.

Gender in Education Policy (2009): This framework guides all education stakeholders in planning, resource allocation, and implementation with a gender viewpoint. It enforces the Education and Sports agenda on gender equity in all aspects. It emphasizes gender mainstreaming in planning, resource allocation, budgeting at all levels. It specifies roles and responsibilities of key education stakeholder in addressing and eliminating gender disparities in education and sports sector. The overall objective of the Gender in Education Policy is to establish mechanisms to eliminate all gender disparities in education, training and sports in terms of; enrolment, performance, achievements, transition, retention, completion, and learning outcomes.

School Health Policy: this framework address health related matters in all educational institution of learning. It focuses on a number of priorities which include; Sex education, Health Education life skills; protection of children against harassment and abuse; provision of medical care in school; and iron supplement to children in schools.

Special Needs and Inclusive Education Policy: Special Needs and Inclusive Education Policy; The Ministry of Education and Sports drafted and approved the inclusive policy(still in draft) in 2011 which constitutes a of a system that joins both ordinary and disabled learners together in one classroom and community to ensure best practices for children with disabilities. This enhances the participation and completion of schooling by persons with special learning needs.

Automatic promotion policy: This is a policy that aims at providing an efficiency measure to reduce on repetition and dropout rates in primary schools. The policy stipulates that schools should promote pupils to the next class irrespective of their performance. Altogether this may point to progress towards higher internal efficiency of the primary school system in Uganda, which is crucial for sustaining progress towards achieving the gender equality goal by 2015.

2.9 Major Education Sector Reforms since 2000

The reform initiatives hitherto undertaken can be analyzed under four broad themes: (a) equitable access to education at all levels; (b) improved quality of education; (c) enhanced management of education service delivery at all levels; and (d) capacity building to develop the education and sports sector effectively and efficiently. According to ESSP, the major reforms over the last decade included.

Box2.3 Major reforms since 2000 to date.

(i)	*Equitable access to primary and secondary education*
(ii)	*Construction of classrooms*
(iii)	*Provision of instructional materials at all levels of the education system*
(iv)	*Strengthen the training of in-service support to teachers*
(v)	*Supplying houses to head teachers, a senior woman teachers and a senior male teacher in every primary school to make them residents and enhance school-level supervision in a bid to minimize absentiseeim of head teachers, teachers and pupils*
(vi)	*Implementation of the new formula for allocation of teachers to schools*
(vii)	*Effort to increase emphasis on science education through the provision of multi-purpose science rooms*
(viii)	*Reforms on the condition of service for teachers in primary, secondary and BTVET sub-sectors*
(ix)	*Expansion of enrolment informal courses of BTVET*
(x)	*The reform of primary education expected to produce skills needed in order to persue-life-long learning to include literacy, numeracy, critical analysis and problem solving. These skills also apply as a supply foundation for success at the secondary and tertiary levels of education.*

Source: ESSP 2007-2014

CHAPTER 3: ASSESSMENT OF NATIONAL PERFORMANCE ON EFA GOALS

GOAL 1: Early Childhood Care and Education: "Expanding and improving comorehensive Earlv Childhood Care and Education esoeciallv for the most

Early childhood care and education (ECCE), is widely recognized as a critical period in a child's physical, mental and psycho-social development. This implies that all young children need to be nurtured in a safe and caring environment that allows them to become healthy, alert, secure and able to learn. ECCE is usually targeted at children of 0-8 years old.

In Uganda, ECCE is popularly known as Early Childhood Development (ECD) and focuses on pre-school children aged 3-5 years. Children aged 6-8 years are catered as primary children under EFA goal 2.

3.1.1 NATIONAL POLICY AND INSTITUTIONAL FRAMEWORK FOR ECCE

From Independence and throughout the period under review, the provision of ECD in Uganda firmly remained a collaborative effort between the private sector (profit making) and the community (non –profit making), with the private sector being the dominant actor. Until 2000, the state which had hitherto remained a marginal actor in pre-schooling began earnest to take an increasing interest in this highly neglected sub-sector. Perhaps the most significant action of the GoU in this regard was when for the first time it established a department for Pre-primary and Primary Education (now the Basic Education Department), signaling her intention to institutionalize pre-primary schooling in the country.

3.1.1.1 Overview of National Policy Framework for ECD

During the period under review ECD policy framework was constituted by:

(a) **The National Health Policy Framework (1999).**

This policy among other things articulated the need to address health risk and diseases faced by the population in general and children in particular. This policy prioritized implementation of activities identified by the Millennium Development Goals (MDGs). This policy resulted into the formulation of Health Sector Strategic Plans (HSSP I-III). These Health Sector Strategic Plans prioritized the implementation of child survival activities with a focus on:

(i) Treatment of the 5 major causes of death for children under five years;
(ii) Reduction of Maternal and Neonatal Mortality; and,
(iii) Prioritizes Nutrition as part of the National Minimum Health Care Package.

(b) **The Education Investment Strategic Plan (ESIP, 1998-2003).**

This ESIP:

(i) Articulated ECD policy for the period 1998-2003;
(ii) Delineated the roles of the key actors in the provision of the pre-primary schooling in the country.

The private sector (for profit) and the community (not for profit) were granted exclusive responsibility for providing pre- schooling in the country; while the role of the public sector was limited to sensitization, stimulation of community efforts, monitoring and supervision.

Section 2 sub-section 2.2.1 para 3 (ESIP-1998-2003), articulates the role of the public sector as limited to

> *".....sensitizing local communities to benefits, strategies and in-school methodologies..... ensuring stimulation of community efforts and pedagogical approaches are consistent with contemporary re-schooling best practices..... Sensitizing District officers on pre-school monitoring ..." (*ESIP, 1998-2003 pg.6*).*

(c) **The Early Childhood Development Policy (ECD 2007):**

This Policy:

(i) Approved four delivery mechanisms for Pre-Primary Education in the Country. The delivery mechanisms approved were Day care centers, Home based centers, and community based centers and nursery schools;

(ii) Instituted national guidelines for: *Training and Registration of ECD teachers/caregivers; assessment; language of instruction; licensing and registration of ECD centers &training institutions for caregivers/teachers; financing of ECD program; Public-private Partnership for ECD provision; advocacy and community mobilization;*

(iii) Recognized ECD as a crosscutting issue involving key actors from the Central and Local Governments as well as the Private Sector and the community;

(iv) *Articulated the role of the central Government in ECD.* The five Directorates under the Ministry Education and Sports have a shared responsibility over ECD: the Directorate of Basic and Secondary Education is *responsible for policy development and management of ECD*; the Directorate of Higher Technical Vocational Education and Training is responsible *for teacher education and training of caregivers; licensing and registration of training institutions and teachers;* the Directorate of *Directorate* of Education Standards is *responsible for Qquality Assurance*; and the National Curriculum Development Centre is responsible *for curriculum development; and,*

(v) Granted a mandate for ECD to the Local Governments. The policy states "……..the mandate of ECD …..is with the local government Education Department from which one officer is appointed as an ECD focal point person responsible and charged with ECD programs in the particular local government"…

(d) **Uganda Food and Nutrition Policy (UFNP 2003):**

This policy establishes:

(i) Minimum National Nutritional and Feeding Standards, Strategies, and Guidelines;
(ii) the National Food and Nutrition Council to coordinate national food and nutrition activities;
(iii) The National Food and Nutritional Strategy and Action Plan to address the needs of young children and women of reproductive age.

(e) **The constitution of the Republic of Uganda;** that mandates Ministries of Health (MOH) and Agriculture, Animal Industry and Fisheries (MAAIF) to set minimum standards and develop relevant policies to ensure provision of quality food and nutrition as a service to the citizens.

(f) **The National Development Plan (NDP 2010/11-2014/15);** that incorporates Nutrition as a cross-cutting issue that requires multi -sectoral action by at least four key sectors namely: Health; Agriculture; Education; and Gender, Labor, and Social Development.

(g) **The National Food and Nutrition Bill (2008).**This bill puts in place statutory regulations and institutions for implementing the UFNP.

(h) **The National Agriculture Policy and the Agricultural Development Strategy and Investment Plan.** These identify food and nutrition security as key factors for national social and economic development and transformation.

(i) The Draft School Health Policy and School Feeding Policy Guidelines which prioritize nutrition and food security as central for national development.

(j) The Children's Statute (1996).This entrenches a child right to an adequate diet.

(k) The Employment Act (2006). This also entrenches and safeguards the role of a working mother in infant feeding.

(l) **National HIV/AIDS Policy Framework:** ***National*** HIV and AIDS Policies include; Prevention of Mother-to-Child Transmission of HIV (2006); Ministry of Education and Sports HIV/AIDS workplace policy emphasizes among others behavior change practices, HIV/AIDS prevention, care, support and treatment services as well as empowerment of schools and other educational institutions to ensure a healthy and safe learning environment for children.

3.1.1.2 Policy Objectives and Priorities

Based on the policy framework in 2.2.1 above, the national policy objectives for ECCE during the period under review were to:

(i) Increase the visibility of child care and protection activities in the country;
(ii) Strengthen national policy and legal framework on ECCE;
(iii) Strengthen capacity and role of the Central Government in policy development and Quality Assurance for ECCE;
(iv) Enhance national capacity for effective coordination and management ECCE; and,
(v) Create a conducive environment for Public-Private –Sector Partnership in delivery of ECCE.

Consequently policy priorities included;

(i) Enactment of necessary laws and statutes;
(ii) Formulation of requisite policies;
(iii) Advocacy, Sensitization and training; and,
(iv) Implementation of targeted initiatives in the areas of in Early Child Care and Education particularly in Nutrition and Child health; and training of teachers and caregivers.

3.1.1.3 Legal and Regulatory Framework

(a) Constitution of the Republic of Uganda (1995). The Constitution of the national overarching legal framework governing all ECCE activities. It provide provides for the general rights of the population and specific right of children particularly in key areas of shelter, food, health, education, and clothing. With regard to education, Article 30 and 34 not only enshrined a child right to basic education but also obligates the state to provide it.

…..." All persons have right to education"…... and…..."A child is entitled to basic education which shall be the responsibility of the State and the parents of the child…" respectively.

(b) Specific Acts and Statutes on Children.

Over time a number of acts and statutes have been enacted to give full effects to the constitutional provisions on Early Childhood Care and Education related issues; the key ones include:

(i) The Succession Act (1964),
(ii) National Council for Children Statute (1996);
(iii) The Local Governments Act (1997);
(iv) This include the Children's Act (2003);
(v) The National Youth Council Act (2003); and
(vi) The Penal Code Act (Cap.160).

(c) The Education bill (2008).

This act not only consolidates and streamlines laws on the development and regulation of education training activities in the country, but has a key provision that enshrined provision of pre-primary education as the first level of education in Uganda.

The Act also legalizes the role of stakeholders particularly the state and parents in the provision of basic education (including Pre-Primary Education) as a right all children.

(d) International agreements and protocols:

As a UN member country, Uganda has ratified a number of agreements and protocols related to the rights and protection of children. Key among these include; The UN Convention on the Rights of the Child (1989); the ILO convention 182 on the Worst Forms of Child Labour (1999); The African Charter on the Rights and Welfare of the Child (1999).

3.1.1.4 Institutional Framework and Coordination Mechanism

(a) Structures, and Roles of Key Actors,

Based on the National policy and legal framework (reflected in 2.1 and 2.1.3 above), the Institutional Framework for ECCE in Uganda is constituted by:

(i) Parliament (whose role and responsibilities is to enact necessary laws and statutes);
(ii) Line Ministries for Children affairs *(i.e. Ministry of Education and Sports; Ministry of Finance Planning and Economic Development, Ministry of Health, Ministry of Local Government Ministry of Gender Labour and Social Development and Ministry of Agriculture, Animal Industry and Fisheries*). These Ministries are responsible for policy formulation and development, development and enforcement Service Delivery Standards, Resource mobilization Monitoring and Support Supervision.
(iii) Private Sector and Communities. These are responsible for frontline service delivery and,
(iv) Local Governments. These are responsible for management and coordination of service delivery.

(b) Partnership for ECD: Assessment of institutional framework and Coordination Mechanism for ECD in Uganda.

Early childhood Care and Education is a cross cutting issue that concerns the public and private sector as well as the community. Consequently, effective delivery of Early Childhood Care and Education (ECD) necessitates a tripartite partnership between the three main constituencies (*i.e. the Public sector, the private sector and the community*).The Ministry of education and Sports ECD policy (MoES, 2007), underscores this reality.

In the public sector and as already outlined in 2.1.4 (a) above, ECD service delivery cuts across institutional mandates of at least five key Ministries of Government. These include; Ministry of Education and Sports (MoES); Ministry of Gender Labour and Social Development (MoGLSD); Ministry of Health (MoH); Ministry of Finance Planning and Economic Development (MoFPED) and Ministry of Local Government (MoLG).

Throughout the period under review, ECD service delivery has been primarily private sector- led and complemented by the community. This scenario is poised to remain into the foreseeable future. The community ECE initiatives are usually not for profit and they are mainly driven by Non-Government Organizations (NGOs), Civil Society Organizations (CSOs), External Donors, Faith–Based Organizations and Individual Philanthropists.

Under the above circumstances effective Public-Private Partnership and networking among all stakeholders at all levels is a precondition for enhanced ECE service delivery. During the period under review, sector -based and bilateral partnerships have been successfully forged. These partnerships mainly revolved around policy development and financing of ECD. The decade (2001-2010) therefore, witnessed limited success in the creation of much needed Inter-sectoral and multi-sectoral partnerships. This development is attributed to lack of both national ECE policy and coordination mechanisms. What exists are sector –based policies (particularly in MoES and MoGLSD), and institutional arrangements that respond to the respective sector mandate with regards to ECE.

As a result of the above, coordination among key ECE stakeholders was not institutionalized but based on specific issues of interest such as policy development, curriculum development, teacher training, and including licensing and registration of ECD centers.

After 2010, the government of Uganda initiated efforts to enhance coordination and harmonization of ECD activity in the country. In 2013, a draft Uganda Integrated Early Childhood Development (UIECD) Policy was formulated with MoGLSD proposed as a lead Ministry in matters of ECD. This policy also establishes national coordination mechanisms for ECD.

3.1.2 National Action Plan for ECD

Until 2008, there was no national plan for ECD. What existed were sectoral plans formulated by sectors which had institutional mandate with some aspects of Early Childhood Care and Education. For Instance, the Education Strategic Investment Plan (1998-2003), included Early Childhood Education as some of its strategic priorities. Ministry of Health on the other hand, had sector plans that dealt with child survival and nutrition.

The enactment of the Education bill 2008, not only legalized the provision of early childhood education in the country, but also made it a right to all children.

During the decade under review, Uganda adopted four main strategies for the development of ECD in the country. These strategies include; expansion of access through Public-Private Sector Partnership; public-led Policy and curricular development; Capacity building and Institutional Strengthening and advocacy.

3.1.2.1 Strategies Adopted

(i) Expansion of access through Public-Private Sector Partnership

Public- Private Sector Partnership strategy was adopted to leverage on Public Private Partnership (PPP) in order to tap resources required for the development of ECD in the country. In The strategy involved the collaboration between the public and private sector (including the community). While the role of government is to concentrate on creating an enabling environment (i.*e. policy development, standards' setting and Quality Assurance*), the private sector including the community role on the other hand, involves mobilizing financial resources required for infrastructure development

and ECD service delivery. It is this policy that has been responsible for expansion of ECD services during the decade under consideration.

(ii) Public-led Policy and Curricular Development

Interventions undertaken by the Government of Uganda to create an enabling environment for ECD have manly focused on the development of legal and policy framework as well as curricular development.

Although the legal framework (*which is founded upon the 1995 constitution of the republic of Uganda*), has been evolving since, significant developments from 2001-2010, further consolidated these gains. Two key statutes (*the Education Bill 2008 and Children's Act 2003*) that enshrine Early Childhood Development (*including pre-primary education*) as a basic right were enacted.

(iii) Capacity Building and Institutional Strengthening

This capacity building strategy, focuses on training of ECD teachers and caregivers, institutional strengthening in the areas of assessment, licensing & registration of ECD centers as well as information, Education and Communication for effective advocacy.

(iv) Advocacy

This strategy involved partnership between government and other stakeholder to popularize early childhood development in the country. The government recognizes the role of Early Childhood Development (ECD) as strategic to national development in general and to the enhancement of the quality of education in particular.

(v) Monitoring and Support Supervision

Each member organization of the partnership for Early Childhood Development was expected to setup a mechanism for supervising initiatives implemented under this goal. Within the MoES, the Monitoring and Evaluation (M&E) was spearheaded by the Planning Department, while support supervision was the responsibility of the Pre-Primary and Primary Education Department (now Basic Education Department).

3.1.2.2 Flagship Program

There was no ECD national flagship program implemented during this decade. Instead, and within the public sector, each ministry implemented programs or activities that were consistent with their institutional mandate. The private sector (for profit), continued to invest in locations where it could recoup its investment and earn profit.

3.1.2.3 Financing of ECD Activities

Since the country did not have a national strategic plan, there was there was therefore, financing framework for ECD development during the decade. Instead, individual actors (both public and private) financed only those activities within their mandates that their internal budgets could afford.

Consequently, investment in ECD during the decade remained low and skewed in favor of economically well-to-do section of the society. The economically poor and

socially disadvantaged groups were generally left out, safe areas where non state actors funded ECD activities. This explained why national investment in ECD remained low throughout the period under review.

(b) Government of Uganda (GoU) Expenditure on ECD

As already stated in 2.2.5(a) above, GoU was marginally involved in ECD activities as almost 100% of its entire budget for Basic Education was devoted to Primary Education, under the Universal Primary Education (UPE) program. Of the relevant age group for ECD (0-8 years),government did not provide direct ECD activities, but provided limited funding for policy development and institutional strengthening, and as well as catered for the segment of children aged 6-8 years within the UPE.

Throughout the decade, GoU spent on the average UGX. 76 million *(or USD equivalent of 30,400 at the average exchange rate of UGX, 2, 500 per 1USD per annum)*, under the ministry of Education and Sports for ECD activities. In other public sectors it is only Ministry of Health that significantly spent more resources on child health and survival programs (mainly with the support of donors).However, figures are not available on how much was directly spent on Early Childhood Care alone.

3.1.3 Progress and Main Achievements

3.1.3.1 Main Interventions implemented and progress of Implementation

(a) Infrastructure Development

ECD infrastructure Development was exclusively undertaken by the private sector and the community. Initiative undertaken were localized to high economic growth center for the private sector and to communities where NGOs, CSOs and external donors are active and support ECD as one of their core programs.

(b) Policy Development and Implementation

Key policy initiatives during this period include:

(i) Roll-out of the National Health Policy (NHP-2000) which had specific strategies for the implementation of both EFA and MDGs;
(ii) Decentralization of licensing & registration of ECD centers to ensure quality service delivery;
(iii) Development of a national Early Childhood Development Policy (2007).

(c) Curriculum Development

Development of a new curriculum framework for ECD in 2005 for children between 3-6 years old, which is intended to improve the quality of teaching and learning in ECD centers across the country.

(d) Capacity Development and Institutional Strengthening

Main initiatives undertaken focused on:

(i) Enhancement of transparency and accountability; strengthening data collection at both district and institutional level since data is required for formulation of effective policies, resource allocation and accountability;

(ii) Addressing the challenge of HIV/AIDS in the education sector and Strengthen the inspection function of the central and local governments; and,

(iii) Support community structures with training and guidance (i.e. communities were provided with guidance and support to take on new roles in education).

(e) Advocacy

The Advocacy strategy was adopted with the purpose of increasing social demand for ECD which was estimated at just 2% at the beginning of the decade. Initiatives undertaken included:

(i) Sensitization of the parents, community leaders; Central and Local Governments authorities on the value of ECD;

(ii) Design and production of Information Education and Communication (IEC) materials; and,

(iii) Public awareness-raising campaigns.

(f) Monitoring and Support Supervision

Monitoring and evaluation were conducted by the various line ministries and departments implementing services that cater for ECD. Each sector monitors, inspects and assesses ECD services that fall within its mandates to ensure quality ECD services. These were supplemented by joint monitoring and support supervision exercises with support from the Development Partners.

3.1.3.2 EFA Goal 1 Main achievements since 2001

Main achievements include:

(a) The total number of registered ECD centers increased from 749 in 2001, to 6,579 in 2010 representing an increase of 778.4% over a ten year period;

(b) Total enrolment increased from 59,829 (male 29,589; female 30,240), to 498,644 (male 245,605; female 253,039) in 2010;

(c) The Gross Enrolment Ratio (GER) grew from 0.98% (2000) to 8.10% (2010);

(d) The Net Enrolment Ratio increased from 0.83% (0.70%boys ; 0.95% girls) (2000) to 6.1% (6.3% boys ; 6.2% girls) (2010) translating into an improvement of 5.27 percentage points in the last ten years;

(e) The population enrolling in Primary1 (P.1) at the right age of six years increased by 5.95 percentage points from 56% to 61.95%;

(f) The number of caregivers increased by 63.8% from 4,382 in 2001 to 7,177 in 2010.

(g) Infant mortality rate (IMR) declined from 88 for every 1000 birth (2000) to 54 for every 1000 birth (2011);

(h) Percentage of children immunized improved from 82% in 2000 to 93.7% in 2011;

(i) In addition, quality assurance in terms of support supervision, monitoring, evaluation and coordination of ECD interventions has been enhanced;

(j) Increased investment by both the private sector and the community over the last decade led the expansion of access to ECD by 4.1percentage points (from 2% in 2001 to 6.1% in 2010);
(k) Streamlining of the curriculum for training of nursery teachers/caregivers
(l) Strengthening of the policy and legal framework for ECD; and,
(m) Decentralized Licensing & Registration of ECD centers to Local Governments.

3.1.3.3 Constraints Challenges

Despite significant progress in ECD, Uganda is not on track to achieve ECD targets for 2015 due to a combination of challenges that include:-

(a) Lack of:

(i) A National strategic plan for ECD development which resulted into fragmented planning, and weak Institutional framework for coordination and management of ECD;and,

(ii) A National financing framework for ECD mainly attributed to the absence of a strategic plan. This resulted into insufficient funding for critical ECD activities.

(b) Over-reliance on the private sector to deliver ECD. This created distortions in ECD service delivery (as the private sector only invested in high economic growth areas or those deemed to be of high economic potential), leaving 90% of the rural/poor population unserved.

(c) Fragmentation of institutional mandates for ECD provision among different Ministries. ECD mandate is a shared responsibility among six (6) Ministries in Uganda *(i.e. Ministry of Education and Sports; Ministry of Finance Planning and Economic Development, Ministry of Health, Ministry of Local Government, Ministry of Gender Labour and Social Development and Ministry of Agriculture, Animal Industry and Fisheries).*

(d) Gender Bias in ECD Caregivers: Pre-school teaching/caregiving remains a female dominated profession. This makes it difficult to expand the service to marginalized communities and excluded social groups who may have cultural norms/traditions against female caregivers. No strategies or interventions were undertaken to correct this imbalances.

(e) Weak Policy Framework: The Early Childhood Development Policy (2007) and Education Bill (2008) do not provide for compulsory Pre-school Education in the country.

(f) Paucity of Data which makes strategic Planning for ECD difficult. There is serious shortage of comprehensive data on providers, users and the number of children accessing ECD (in both formal and informal) in Uganda.

(g) Inequalities in access to ECD: Less than 10% of Uganda's population has access to ECD. Marginalized and disadvantaged groups (those in remote areas, minorities and indigenous communities) who are the majority are systematically excluded since ECD service provision is private sector led.

(h) Limited Collaboration and Networking: The effective provision of ECD services requires the combined expertise, experience and support of all stakeholders and institutions involved in Early Childcare and Education.

(i) Capacity Gaps: Effective ECD service delivery requires a wide range of skills and expertise which is not always available with the private sector providers.

(j) Limited Advocacy for ECD: For a majority of rural/poor households, availability of meaningful information about the types and quality of services available is an important enabler for enrollment of their children.

(k) The Impact of HIV/AIDS continues: Since the epidemic began, some 1 million Ugandans have died. There are an estimated 2.3 million orphans, mostly due to the disease. The country's health indicators are also among the lowest in sub-Saharan African. Preventable diseases - including prenatal and maternal illnesses, malaria and diarrhea — take a major toll.

(l) Low Quality of ECD Services: The available ECD services are generally provided by the private sector. Mainly as a result of limited enforcement of service delivery standards by GoU, there is widespread low quality provision of ECD services.

3.1.4 Main Implementation Gaps

Main implementation gaps include:

(i) Poor Advocacy at Local Government Level: Advocacy and sensitization: Advocacy and sensitization at district level has continued to pose an implementation gap as districts do not have a budget line to carry out sensitization at lower levels up to family level.

(ii) Low Quality of ECD: Quality in ECD programs in Uganda is still very low;

(iii) Non-Implementation of the official Learning framework for ECD. Although NCDC developed the Learning Framework for children between 3-6 years, most ECD Caregivers/teachers have failed to implement it because they were not trained on how to use it in their initial training at college;

(iv) While Continuous Assessment is a policy, many ECD caregivers and teachers have not embraced it due to lack of the appropriate pedagogy;

(v) Inspection and supervision of ECD centers by district officials has failed to take off due to budgetary constraints. As a result, there is limited enforcement of basic requirements and minimum standards for ECD caregivers and providers.

3.2 ENSURING UNIVERSAL BASIC EDUCATION "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 of good quality"

Efforts to universalize basic education in Uganda have mainly revolved around the implementation of Universal Primary Education (UPE) which was launched in 1997. The objectives of the UPE are to expand access as well as improve equity and quality of primary education. The UPE program was also used as a poverty eradication strategy and as such it is expected to equip learners with basic literacy and numeracy skills for meaningful participation in their socio-economic activities.

To date, UPE remains a flagship program for expansion of access to quality and equitable primary education to all primary school going-age children in the country.

3.2.1 National Policy and Institutional Framework for UPE

3.2.1.1 Overview of Policy and Framework for Universalization of Basic Education

A number of policies have been formulated to foster the country into achieving EFA targets by 2015 in general and Universal Basic Education in particular. These policies include: the Universal Education Policy, Affirmative Admission Action Policy (1990); Physical Education and Sports Policy (2005) Education and Sports National Policy Guides on HIV/AIDS(2006) Basic Education Policy for Disadvantaged Groups(2006); UPPET policy 2007, Gender in Education Policy (2009) Local Language Policy; National School Health Policy, Automatic Promotion Policy.

These policies did not only provide a firm foundation upon which the implementation of Universal Basic Education was anchored, but also provide guiding principles for implementation of various programs under UPE and UPPET programs.

3.2.1.2 Policy Objectives and Priorities

Box.... Gives summaries of main policy objectives during the decade under review

Box.... Main policy objectives (2001-2010)

UPE Policy Objectives

(i) Providing the minimum facilities and resources needed to enable every child enter and remain in school until the completion of the primary cycle;
(ii) Ensuring that primary education is affordable by the majority of Ugandans by providing, initially, the minimum necessary facilities and resources, and progressively the optimal facilities, to enable every child to enter and remain in school until they complete the primary education cycle;
(iii) Making primary education accessible to the learner and relevant to his or her needs as well as meeting national goals;
(iv) Establishing, providing, and maintaining quality primary education as a basis for promoting necessary human resource development; and,
(v) Initiating a fundamental positive transformation of society in the social, economic and political fields.

UPPET Policy Objectives

(i) Expanding access and improve attendance in secondary education and BTVET;
(ii) Adding value to the sustainability of UPE;
(iii) Introducing students to formal reasoning ,problem-solving skills and occupationally relevant content and application of knowledge
(iv) Developing competencies that provide access to the global economy and the potential this offers for national development;
(v) Reducing high cost of secondary education and BTVET;
(vi) Increasing equitable access to secondary education and BTVET for special groups; and,
(vii) ensure the achievement of the Millennium Development Goal (MDG) Number 3 of Gender parity by 2015

In line with the above, policy priorities in the period under review included:

(i) Provision of infrastructure (i.e. establishment of more schools, construction, rehabilitation and expansion of classrooms etc.);
(ii) Review of curriculum;
(iii) Development of more flexible basic education programs;
(iv) Strengthening planning, management;
(v) Improving the provision of learning materials to school;
(vi) Improving school management and instructional quality; and,
(vii) Mobilization of resources.

3.2.1.3 Legal and Regulatory Framework

The legal framework for the provision of universal basic education during the period under review was constituted by:

(a) The Constitution of the Republic of Uganda (1995)

The constitution in Article 30 and 34 not only enshrined a child right to basic education but also obligates the state to provide it.

> *Article 30 sub-section.... States ....." All persons have right to education"..... While Article 34 Sub-sections.... Provides that..... "A child is entitled to basic education which shall be the responsibility of the State and the parents of the child....."*

(b) The Children's Act 2004.

The Uganda Children's Act continued to echo out children rights to education and this is articulated in Part II; section 5.

> *Section 5 states that"..... It shall be the duty of a parent, guardian or any person having custody of a child to maintain that child and, in particular, that duty gives a child the right to education and guidance....."*

(c) The Equal Opportunities Commission Act 2007

The Equal Opportunities Commission Act puts into operation the states' constitutional mandate of eliminating discrimination and inequalities against any individual or group(s) of people on the grounds of sex, age, race, color, ethnic origin etc.

(d) Education Act (2008)

The Education Act (2008), consolidated, and updated the already existing laws relating to the development and regulation of education and training in the country. It emphasizes the notion of Education as rights to all. This is articulated in Article 13 sub-section 4.

> *Article 13 sub-section 4 states that" ... Basic education shall be provided and enjoyed as a right by all persons. and that provision of education and training to the child shall be a joint responsibility of the State, the parent or guardian and other stakeholders....."*

3.2.1.4 Institutional Framework and Coordination Mechanism

(a) Structures, and Roles of Key Actors,

Based on the National policy and legal framework (reflected in ... above), the Institutional Framework for Universalization of basic education in Uganda is constituted by:

(i) **Parliament of the republic of Uganda:** whose role and responsibilities is to enact necessary laws and statutes).

(i) **Ministry of Education and Sports**: it is responsible for policy formulation and development, development and enforcement Service Delivery Standards, Monitoring and Support Supervision.

(ii) Ministry of Finance Planning and Economic Development: whose roles are to mobilization, planning and budgeting; disbursement of funds; and provision of technical support to the district and on request Monitors districts.

(iii) **Ministry of Public Service:** Management of the payroll

(iv) **Local Governments:** According to Local government Act of 1997, nursery, primary schools, secondary schools, trade schools, special schools and technical schools fall under the administration and management of District Councils. They also responsible for disbursement of funds to schools and consolidation of sub county education work plans

(b) Partnership for in the provision of UPE

Since independence, provision of education has been shared venture between public and private sector. Within the public sector, the delivery of basic education cuts across institutional mandates of about 4 ministries. These ministries are: Ministry of Finance Planning and Economic Development (MoFPED); Ministry of Education and Sports, (MoES); Ministry of Public Service (MoPS) and Ministry of Local Government (MoLG).

Throughout the decade under review, the provision of basic education was a public –sector led but complemented by the private sector and the community. The private sector schools are mainly for profit, while the community schools are not for profit. Most of the community schools are faith-based community schools.

As a result, decade under review, the provision of universal basic education was characterized by public-private partnership and networking as well as collaboration with Education Development Partners.

The common areas for partnership has been; policy formulation, monitoring and evaluation, planning and budgeting; financing as well as technical support and assistance.

3.2.2 National Action Plan for EFA Goal 2

The implementation of EFA Goal 2 was supported by many national plans that not only recognize universalization of education as a gateway to building a self-sustainable national economy, but as a means to eradicate extreme poverty that has characterized the country. Among these national plans include; the Poverty Eradication Action Plan (PEAP-1&2); Education Investment Plan (ESIP, 1998-2003) and its successor Education and Sports Sector Strategic Plan (ESSP, 2004-2015), and the Strategic Plan for Universal Secondary Education in Uganda (2009-2018).

3.2.1.1 Flagship Programs

The main flagship program adopted to achieve Universalization of basic education in the country includes:

(i) Universal Primary Education (*UPE*).

The GoU introduced UPE in 1997. In its initial stage, only four children per family were targeted. With this program, all tuition fees were eliminated under the program including the Parents and Teachers Association (PTA) charges for primary education.

In 2002, the UPE program was reviewed and the government pledged to provide free primary education to all children. This shift in the programs scope was a great strike towards the achievement EFA Goal 2 by 2015. This program continued to provide equal opportunities to girls and boys, disadvantaged children and youth; those in poor communities, dispersed and remote communities, conflict areas, Orphans, as well as Children with Disabilities (CWD)[16].

(ii) Universal Post Primary Education and Training (UPPET).

In 2007, the Government of Uganda launched Post- Primary Education and Training (UPPET) Program. The program comprised Universal Secondary Education-USE which covers lower secondary education (S.1-S.4)[17]; and Business Technical, Vocational Education and Training. Main objectives are presented.

(iii) Alternative Basic Education Programs for Disadvantaged (un-reached) children

In the Ugandan context, disadvantaged children include all those who cannot access primary education because of reasons such as long distance to schools, poverty, cultural practices, geographical problems, civil wars and conflicts, and HIV/AIDS. There are also categories of children who because of other reasons could not have entered school at the right age (i.e. the over-aged and youth) and those who entered schools but drop out before completing primary cycle.

[16] Education Sector Strategic Plan 2004-2015

[17] See MoES (2009). Strategic Plan for Universal Secondary Education in Uganda (2009-2011).Phase1: Lower Secondary education 2009-2011

In line with the above, during the period under review, five (5) programs alternative education programs were implemented. These include;

(I) Complementary Opportunity for Primary Education (COPE) program
(II) Alternative Basic Education for Karamoja (ABEK)
(III) Basic Education for Urban Poverty Areas(BEUP)
(IV) Child-centered Alternative Non-formal Community Based Education (CHANCE); and,
(V) ELSE

3.2.2.2 IMPLEMENTATION STRATEGIES

Strategies adopted during the period under review include:

(i) Infrastructure Provision

The Government undertook to construct and furnish new facilities and complete unfinished classrooms. The new facilities included classrooms, pit latrines, and teachers' houses. To accomplish this two a two-way conditional grant arrangement to finance this infrastructure expansion were established (the School Facilities Grant (SFG) and the Classroom Completion Grant (CCG). Parents also continued to supplement government efforts whenever possible.

(ii) Provision of Capitation Grants

In 1997 government took over the responsibility of payment of tuition fees for the children enrolled in only government-aided primary schools regardless of their family background. Government pays a capitation grant of UGX **5000** per pupil enrolled in P1-P3 and UGX **8100** for those in P4-P7.

(iii) Supply of Qualifies Teachers

The GOU continued to supply more qualified teachers to support the increasing number of pupils enrolled under UPE program. Remedial measures were also undertaken by government to augment the supply of qualified teachers and (*these included expanding the training capacity, improved management of the teacher payroll and expedited clearance of all teacher salary arrears).*

(iv) Revision of Primary and reform of Secondary curriculum

The lower primary school curriculum review was completed in 2000, resulting into the introduction of the thematic curriculum. The new thematic curriculum focused on broad areas that include the development of literacy, numeracy and life skills at lower primary, the use of themes for teaching and learning, and the use of languages in which the learners are already proficient.

The reform of the secondary curriculum which started in 2007 (and whose main objective is to enhance quality of lower secondary education) kicked-off with the reduction of subjects menu from 42 to 18 and subsequently to 14. This was intended to reduce a plethora of subjects at lower secondary level which was not only over burdening on teachers in terms of workload but was also distorting their deployment. This was followed by a redefinition of new learning areas of which the new curriculum will focus on.

(v) Instructional Material Provision

With the introduction of UPE, the GoU attention was drawn to the provision of instructional materials to both primary schools and PTCs. To supplement the centrally provided stocks of instructional materials, a percentage of UPE capitation grants (35%) was set aside for schools to purchase supplementary materials (*mainly supplementary readers, teacher reference books, wall charts, chalk*).

(vi) Advocacy

This strategy particularly targeted the promotion of girl's education by voicing out the negative consequences of denying a girl child education, through early marriages and pregnancies; reaching out the communities with radical cultural values that are gender biased; and the continued assurance of the general public of the government's commitment to UPE.

(vii) Capacity Building and Institutional Strengthening

The Capacity building strategy focused on training of teachers, institutional strengthening in the areas of assessment; licensing & registration as well as information Education and communication for effective advocacy and support for UPE.

(viii) Strengthening of the Public-Private -Partnerships for implementation of UPE and USE

The PPP strategy involve collaboration between public and private sector including the community to delivery both primary and secondary education. The government in addition to provision of both primary and secondary education, also create enabling environment (i.e. setting standards, Quality Assurance, Monitoring and Evaluation, Policy development etc.). The private sector and the community on the other hand, provide infrastructure, and provide education based on the policies and set standards.

3.2.2.3 Financing of Goal 2 Activities

Universalization of basic education program like all other Education and Sports sector programs is integrated into one strategic plan financed through the Medium Term Budget Framework (MTBF).

3.2.3 Progress and Main Achievements

3.2.3.1 Interventions implemented and progress of implementation

Main interventions Undertaken by the Government of Uganda in the Universalization of Basic Education include:

(i) Payment of Capitation Grant for all learners in public primary schools. This grant was enrollment based, and each school received **UGX. 5000/=** a year for each child in P1-3 and UGX**. 8100/=** a year for each child in P4-7. Since 2000,

GoU has paid UPE capitation grant to a cumulative total of **86,808,269** beneficiaries at rate of **UGX.** 7000 /= per child;

(ii) Payment of Examination fees for all children seating for Primary Leaving Examinations (PLE);

(iii) Review of the UPE policy. In 2002, the GoU reviewed the UPE policy to target all primary school going age children rather than only 4 children per family, as was at its inception. In addition, a presidential initiative on HIV/AIDs Strategy for Communication to Youth (PIASCY) was also launched.

(iv) Revision of the UPE Capitation Grant disbursement formula in 2003. Each school now receives a threshold of 100,000/= per month for nine months a year, totaling to 9.2 billion/= for all schools. An additional 32.2 billion/= is then divided among all schools on the basis of pupil numbers and also the schools' support for sports;

(v) Introduced Education Management Information System (EMIS) as an efficiency measure to collect accurate and timely data to enhance the management of the UPE program;

(vi) The Establishment of a Department for Special Needs Education. A fully fledged Department for Special Needs Education was established within the Ministry of Education and Sports. It is responsible for children with disabilities;

(vii) Implementation of National Orphan Plan inn 2004, as part of the strategy to enhance the participation of disadvantaged children in primary education;

(viii) Adoption of National Basic Education Policy for Disadvantaged Groups in 2006. This formalized the implementation of non-formal education activities in remote areas;

(ix) Introduction and launch of the Universal Secondary Education (USE) in 2007. USE increased the sustainability of UPE as it provided badly needed pathways for UPE completers to proceed to the next level of Education at public cost

(x) In the realm of policy, interventions undertaken during the period under review consolidated gains made in the previous include:

(a) Development and implementation Basic Education Policy for Disadvantaged Groups (2006) with strategic objective to ensure that the number of children who drop out of school, who are often excluded because of the rigidity of the formal school system, are catered for by the providing viable complementary basic education programs and by easing entry into the formal school setting;

(b) Implementation of National Physical Education and Sports Policy (2005), which is intended to enhance retention and completion rates in schools; inculcate positive values and life skills, and empowering and promoting inclusion of marginalized groups into the education system;

(c) Development and implementation of Education and Sports HIV/AIDS workplace policy (2006), which provided for responding to HIV/AIDS in the Education and Sports Sector. The policy addresses HIV/AIDS issues among Teachers, Learners (i.e. Pupils and students), education and sports managers and other categories of employees in the education and sports sector; and,

(d) Gender in Education Policy (2009) which guides all education stakeholders in planning, resource allocation, and implementation with a gender viewpoint.

(e) Enactment of a new education law (Education Bill 2008) by parliament. This law makes primary education compulsory for all primary school going-age children.

(xi) Other interventions implemented during the period under review include:

(a) Enhancement of the School Facilities' Grant (SFG) to support in the provision of infrastructure such as construction of classrooms, latrines, and teachers houses among others;

(b) Continued implementation of Teacher Development and Management System (TDMS) program as a vehicle for delivery of both qualified teachers and provision of institutionalized in-service teacher training; and,

(c) Introduction of inclusive education policy which is intended to integrate children with Special Needs into normal education system.

3.2.3.2 EFA Goal 2 Main achievements since 2000

As a result of the UPE program, Uganda has registered tremendous progress towards achieving the target of universalizing Basic Education during the 1st decade of the 21st century as follows:

(i) The total number of primary schools (*both public and private*) increased by 54.3% from 11,578 (2000) to 17, 865 (2010);

(ii) Increased total enrolment by 27.7% from 6,559,013 pupils *(3,395,554 boys and 3,163,459 girls)* (2000) to 8,374,648 (4,179,248 boys; 4,195,400 girls) (2010).

(iii) The Net Intake Ratio (NIR) improved from 56.0% to 61.95% in 2010.

(iv) The Gross Intake Ratio (GIR) improved from 194.0% (193.0% boys; 195.0% girls) (2001) to 160.0% (162.3% boys; 159% girls) (2010).

(v) The Gross Enrolment Ratio (GER) for primary education decreased by 0.3 points from 128.3% (132.4% boys;124.1% girls) (2000) to 128% (128.3% boys ;127.6% girls) (2010).

(vi) The Net Enrolment Ratio (NER) in primary schools improved by 10 points from 85.5% (88.8% male and 82.3% female) (2000) to 96% (95.6% male and 96.4% female) (2010).

(vii) In 2001, the Gender Parity index (GPI) in primary schools was 0.956. By 2009, the GPI stood at 0.999. In 2010 GPI improved further to 1.004 Figure ….illustrate trends in GPI (2000-2010).

(viii) Enrolment of Children with Special Needs increased by 18.4% from 173,123 in 2001 to 205,018 pupils (2010).

(ix) Enrolment of orphaned children accessing primary schools increased by 185.6% from 472,803 pupils in 2001to 1,350,541 in 2010.

(x) The proportion of orphans to total enrolment increased from 6.2% in 2000, to 16.10% in 2010.

(xi) The stock of classrooms increased by 88.1% from 77,058 (2001) to 144,916 (2010)

(xii) At the secondary level, secondary enrolment increased by 136.2% from 518,931 (290,176 boys; 228,755 girls) (2000) to 1,225,692 (boys 654,971 and 570,721 girls) (2010).

(xiii) Increased accessibility of pupils especially in disadvantaged areas, the girl child, and special needs education.

3.2.3.3 Constraints/Challenges

Despite substantial progress recorded, Uganda still faces formidable challenges in the achievement of EFA goal 2 especially in ensuring the participation of vulnerable and disadvantaged children in education. The main challenges encountered during the decade include:

(i) Shortages of critical infrastructure especially classrooms and sanitation facilities occasioned by rapid expansion of enrolment that outstrips capacity to provide this infrastructure.

Picture 3 Lessons conducted under a tree in Eastern Uganda-increased population growth is stretching the capacity of available facilities.

(ii) High dropout particularly by girls. This is attributed to many factors including inadequate school feeding programs in primary school.

(iii) Unacceptably high Head teacher and teachers' absenteeism estimated at 20%. On the average, a primary teacher is estimated to be absent for at least 2 days a week;

(iv) Limited community participation in UPE as on account of a misconception that being a public funded program, only government is responsible for its implementation;

(v) Rapid population growth estimated at 3.5% per annum that put pressure on the existing resources and facilities. Uganda has one of the highest proportion of young children (age 0-14 years) currently estimated at 50%;

(vi) Persistent regional disparities in participation in primary education among social groups as well as between districts and regions;

(vii) The impact of HIV and AIDS on the supply of qualified teachers and participation in education by those infected and affected by HIV/AIDS. HIV/AIDS has left many school-age children as orphans. Most of these children are out of school system and even, after enrolling in school, they normally drop out of the system; and,

(viii) Growing attrition rate of primary school teachers, currently estimated 4% yearly.

3.2.4 Main Implementation Gaps

(i) **Politicization of the UPE program:** Despite the enactment of the Education Act, 2008, which compels parents and guardians to provide food, clothing (uniform), shelter, medical care and transport to school, parents have vehemently resisted any contribution to daily operations of primary schools especially in rural areas claiming that government offered to fully support education of their children. The government has failed to disassociate itself from this unbearable commitment in fear of losing political support from the people (voters) leading to a setback in implementation of UPE.

(ii) **Lack of functional District Service Commissions:** The recruitment of teachers faces challenges because some districts do not have functional District Service Committees.

(iii) **Inadequate funding:** The promotion of teachers' scheme of service is affected by the constrained budget for wage. Besides, most of the promoted teachers are not inducted and others are still crowded in schools.

(iv) **Bureaucratic procurement process:** The construction of classrooms continues to be delayed by the long bureaucratic procurement process required by PPDA as well as movements in the money *(inflation and the declining exchange rate)* and commodity markets. Besides, constant declining exchange rates and commodity markets affects the cost price. Many of the newly created districts do not have committees and man power in place. Therefore the combined impact of all these factors is responsible for deterring the timely procurement of works and services.

(v) **In adequate teacher accommodation:** Many teachers live far away from their schools and may miss school because of lack of transportation or bad weather during the rainy season and lack of teachers' houses near the school.

3.3 GOAL 3: LIFE SKILLS AND LIFE LONG LEARNING OF YOUNG PEOPLE AND ADULTS:

"Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills programs"

Existence of adequate relevant skills as well as lifelong learning opportunities constitutes a pre-condition for sustainable economic growth, social transformation and national development. Skills are required by individuals, companies, and the economy in general. Individuals require marketable skills not only for gainful employment, but also to increase their productivity and raise their personal incomes. Enterprises or companies require a skilled workforce for increased productivity and profits. For the general economy, skills are critical for its expansion and growth which constitutes a sustainable strategy for poverty eradication.

Lifelong learning opportunities on the other hand provide avenues for renewal of skills required by individuals, enterprises and national economies.

Since independence, Ugandan economy has had persistent skills gaps that have undermined the pace of its growth. The situation has been exacerbated by the inadequacy of holistic and institutionalized lifelong learning opportunities.

This section documents progress that Uganda has made in the implementation of Goal 3 (Life skills and lifelong learning programs for Young people and Adults), from 2001 to-date.

3.3.1 National Policy and Institutional Framework for Goal 3

The Constitution of Uganda, (1995) in article 30 states that All Persons have a right to education. This provision is further strengthened by the Bill of Rights, the National Objectives and Directive Principles of State Policy enshrined in the Constitution, which provides that the State shall promote free and compulsory education, take appropriate measures to afford every citizen equal opportunity to attain the highest educational standard possible. This right is exercised through provision of formal and non-formal education.

3.3.1.1 Overview of Policy and Framework for Goal 3

In Uganda, as the case with other developing countries, there are no comprehensive and direct policies on life skills and lifelong learning parse. The Government White Paper on Education (1992) remained the main education policy framework. It presents more comprehensive and elaborate government policy on adult education and Learning. Although it made no specific reference to life skills and lifelong learning, it specifically underpins the current education sector policy, on Secondary Education, BTVET, Non-formal Education and adult education which all contribute to life skills and lifelong learning.

The National Youth Policy (2001) defines youth as all young persons (i.e. female and male aged 12-30 years. The policy states that this definition does not look at youth as a homogeneous group with clear-cut age brackets but rather as a period of time where an individual's potential, vigor, adventure to experimentation with increased risks and vulnerabilities. The policy identified certain categories of the Uganda youth (i.e. School dropouts and out of school, female Urban youth migrants; Youth in situations of armed conflict and disaster areas;Youth inmates and those just r eleased from prisons;Youth with disabilities;the illiterate youth;Domestic servants/helpe rs;the street youth;Orphans;Youth infected/affected with HIV/AIDS;the rural youth;the unemployed youth;Youth in schools/ training institutions;youth in security agencies;pas toral and nomadic youth;Sex workers;youth in refugee camps;youth who are terminall y ill;youth addicted to drugs and substances;youth in the informal sector;Employed yo uth below the age of 18;) for special attention due to their venerability and circumstances on livening. It advocates for special programs (MoGLSD, 2001).

BTVET Policy (2003) recognizes the inevitable role BTVET would have to play in the reduction of poverty through skills acquisition and generation of incomes. It emphasizes the need to orient vocational education and training toward employment and local markets. Among other factors, the policy underpinned integrated stakeholders involving competency-based BTVET system that aims to address the issues of quality, equitable access, relevancy of training, financial sustainability and institutional efficiency. It describes avenues for the integration and support of different systems including formal, non-formal, enterprise-based training, and for the development of an appropriately diversified system of BTVET delivery (Johannson, Richard & James, 2011) as cited by (Council for African Policy, 2013).

National Physical Education and Sports Policy (2004), also aims at among other objectives, to improve and sustain physical education through formal and non-formal programs and identify talents in games and sports among children and youth both at school and those out of school for further training and specialization.

The draft Basic Education policy for educationally disadvantaged children (2006) on the other hand follows the proposals in the GWP (1992) on educationally disadvantaged children (i.e. *due to special impediments that include among others; children from fishing and pastoralists communities, displaced children and the urban poor children who need to engage in some economic activity to earn a living).* Although it has not been approved by parliament, the draft policy guides the implementation of all non-formal education at basic education level. The challenge with this policy is that it is silent about non-formal education at post-primary level. Various non- formal education initiatives have been undertaken at post-primary level but without any policy guidelines. Post-primary non –formal education simply borrows frameworks from the various declarations on education.

The draft policy on Non-formal Adult Learning (2006) mentioned the provision of knowledge, attitudes and skills, outside the formal education system but it covers literacy, numeracy and workplace education and targeted children age 15 years. This policy seems to address the problems of PPNFE; however, its weakness is that it does not address the needs of children failing to complete basic education level who drop out before they are 15 years.

Liberalization policies have also enhanced and promoted increased investment in education by the private sector at all levels of education. Private sector investment at Post Primary and Higher Education levels is very significant as a measure to improve access to and quality of education (MoES, 2004a).

With reference to other Life skills and lifelong learning, programs such as HIV and AIDS prevention there are a number of policies which guide their implementation. These include both national policies and sectoral policies. Among these policies include; the draft National AIDS Policy (2005). Although pending approval by cabinet, the draft National AIDS Policy is inspirational to development of other sector or issue specific policies and programs on HIV and AIDS. Mukasa and A. Gathumbi (2008); National Health Policy (2009), National Policy on HIV and AIDS and the World of Work (MoGLSD 2003); National HIV and AIDS Policy for Education and Sports Sector (2006).

The specific objectives of National HIV and AIDS Policy for Education and Sports Sector are to: (i) raise the knowledge base of learners, students, education managers and other sector employees on HIV&AIDS; (ii) ensure that learners, students, education managers, educators and other sector employees access HIV&AIDS prevention, treatment, care and support services; (iii) eliminate all forms of stigma and discrimination in the Education and Sports sector; (iv) mitigate the impacts of HIV&AIDS which impede access to and provision of quality education; (v) strengthen the education and sports sector capacity for effectively responding to HIV&AIDS; and (vi) contribute to the knowledge base on HIV&AIDS; the MoES Workplace Policy on HIV/AIDS( ); School Health Policy (MoH 2004). All the HIV and AIDS related programs

are aimed at equipping the citizens with the necessary skills to manage and prevent the spread of HIV and AIDS.

3.3.1.1.2 Legal and Regulatory Framework

The Constitution of Uganda, (1995) in article 30 states that All Persons have a right to education. This provision is further strengthened by the Bill of Rights, the National Objectives and Directive Principles of State Policy enshrined in the Constitution, which provides that the State shall promote free and compulsory education, take appropriate measures to afford every citizen equal opportunity to attain the highest educational standard possible. This right is exercised through provision of formal and non-formal education.

Although the constitution had no direct or specific reference of life skills and lifelong learning, there are other legislations that guide the implementation of life skills and lifelong learning programs (i.e. Secondary education, BTVET, Non Formal Education and other life skills programs such as HIV and AIDS and Peace Education).

The provision of secondary education for instance, is enshrined in the Education Act (2008). Part III Sub-section 4 states that: "provision of education and training to the child shall be a joint responsibility of the State, the parent or guardian and other stakeholders and that Basic education shall be provided and enjoyed as a right by all persons".

The BTVET Act (2008) remained the only most significant legal instrument that guides the policy formulation and reforms in BTVET subsector. It provides that the objective of BTVET is to provide relevant and quality knowledge, values and skills for the purposes of academics progression and employment in the labour market to a larger number of persons in an affordable way and to enhance the productivity and capabilities of the individual for employment and self-employment. The Act defines the scope as well as levels of BTVET programs.

The Education bill (2008) on the other hand, reiterated that it would be government responsibility to offer non-formal education so as to enable all Ugandans attain literacy and numeracy and other skills attainable through formal schooling under MoES(Twine et.al ,2008). The bill proposed a Directorate/department for Non-formal education and a National Council for Non-formal and adult education. This was to coordinate all non-formal and adult education programs by both private and public providers, with structures spanning the entire country (Education 2008). The same Bill proposed the establishment of DIT which among other functions was to coordinate the training needs of personnel in industry and provide for a scheme of trade testing. However, not all these have been implementing partly because the bill was revised into education bill 2008. The Education bill 2008 recognized the need for non-formal education but categorizes it under 'Private Institutions that shall include local, international; and non-formal education centers.

Regarding other life skills programs such as HIV and AIDS, despite the fact that the constitution was enacted 10 years after the country had recognized the disease, it lacks explicit reference to HIV and AIDS. However, over the period under assessment the implementation of HIV and AIDS programs and interventions in the Education and

Sports Sector were guided by other legislations which among others include: the Children's Act (1997) The Children's Act of 1997 contains provisions on the welfare and rights of children that should apply regardless of whether or not there is HIV/ AIDS in the family. The Employment Act (2006), Section 6 prohibits discrimination on the basis of HIV/AIDS status among other grounds. This law is stronger and more explicit than the Constitution, and it strengthens the principles of the HIV/AIDS and the Workplace Policy; the Equal Opportunity Act (EOC -2007). The EOC Act is significant in that it explicitly provides a legal basis for people living with HIV and those affected to challenge discrimination in any field, including law and policy (S. Mukasa and A. Gathumbi, 2008).

3.3.1.1.3 INSTITUTIONAL FRAMEWORK AND COORDINATION MECHANISM

a) Structures, Key Actors, Roles and Responsibilities

The BTVET Act 2008 defines the scope and levels of the different stakeholders in the provision BTVET programs and also made provisions for effective and efficient management of BTVET by separating the training functions from the quality assurance functions through the establishment of different organs that include:

(i) The Directorate of Industrial Training (DIT) that identifies the needs of the labour market for occupational competences, regulates the apprenticeship structures that exist and assesses and awards the Uganda Vocational Qualifications.

(ii) The UVQF that was established in 2001/2002 that facilities the modularisation of vocational courses. This has shortened the time learners require to acquire specific skills before entry to either world of work or advancing to the next level. Courses have been modularized to enable learners acquire specific skills within a short period of time and directly move into an entry level job or advance to a higher system. As a matter of policy, the providers of training both public and private are encouraged to offer courses that correspond to the assessment requirements in the UVQF; and ,

(iii) In 2000, UGAPRIVI was formed, as one of the recommendations made during the National Conference on Technical, Industrial and Vocational training in Uganda, which was held in Kampala purposely to forge ways of brining on board all those involved in private Business, Technical, Industrial and Vocational Training. The formation of UGAPRIVI aimed at improving coordination, supervision, monitoring and implementation of such agreed national educational developments pertaining to BTVET. In addition the establishment of this body aimed at giving the private BTVET institutions a one common lobby voice from government as well as provide them with a platform over which to discuss the numerous issues, which had negatively affected the development of this sector. This in no doubt paved the way for further cooperation and understanding among private services providers in the sub-sector and government.

(iv) To ensure quality and success of the various programs under the formal and non-formal education sectors monitoring and evaluation of conducted by

various stakeholders that include among others the; Ministry of Education and Sports; Dis¬trict Education Office, Directorate of Education Standards (DES), Gombolala Internal Security Office (GISO) and District Internal Security Office (DISO).

b) Partnership for Life Skills and Lifelong learning programs

Life skills and lifelong learning is provided by both public and the private sector.

BTVET which offers life skills is categorized into two; public, private formal; and non-formal BTVET, with four distinct components namely: Public formal training institutions; Private formal training institutions; Private Training Providers (PTDs); Private companies; and Non-formal BTVET. Formal public and private BTVET covers; business, health, agriculture, technical, and para-medical institutions. On the other hand, non-formal BTVET represents a virtually very dynamic category of training programs and can be organized anywhere including homes, companies, & in any organized place. Unlike formal, non-formal BTVET does not follow a specified curriculum. In terms of location, most BTVET institutions are localized along industrial areas/trading centers where their services are highly demanded. This also enables learners to train as they apply. In terms of geographical location, BTVET institutions are concentrated more in peri-urban areas where craftsmanship activities are high on demand.

Lifelong learning is provided for virtually in all places (i.e at workplaces, education institution, public rallies, and hospitals among others).

Parliament (whose role and responsibilities is to enact necessary laws and statutes)

Ministry of Education and Sports is responsible for policy formulation and development, development and enforcement Service Delivery Standards, Monitoring and Support Supervision. It is specifically responsible for: training and development of teachers; providing instructional materials in the form of textbooks and teachers' guides; Providing curriculum, monitoring and assessment standards; contributing to the construction of basic school facilities (e.g. classrooms, libraries); supervising, and monitoring and evaluating the implementation of learning institutions in Uganda. Quality enhancing bodies under the Ministry of Education and Sports include: Directorate of Education Standards, Directorate of Education Standards (DES), National Curriculum Development Centre (NCDC), Uganda Vocational Qualifications Framework (UVQF), Uganda National Examination Board (UNEB), Uganda Business and Technical Examinations Board (UBTEB 2006), Uganda Allied Health Examination Board (UAHEB), and the Uganda Nurses and Midwives Examinations Board (UNMEB 2005). The BTVET department is directly responsible for the overall planning, control, and coordination of the different sub-components of the BTVET sub-sector. Its primary tasks include policy development, management and administration, support supervision, quality assurance, Monitoring and Evaluation, among others. To man these tasks, the department is sub-divided into 3 according to the different categories of the diverse BTVET sub-sector: i) Business Education; ii) Technical Education; and iii) Vocational Education.

Line Ministries including Ministry of Local Government, Ministry of Public Service, Ministry of Finance, Planning and Economic Development, Ministry of Gender, Labour

and Social Development.

3.3.2 National Action Plan for Goal 3

At macro-economic front, National Poverty Eradication Plans (PEAP 1&2) which were implemented from 1997 to 2008 formed a planning framework for EFA Goal 3.implementation was firmly laid with the formulation of the two (2) Although PEAP did not explicitly cover life skills or long life learning, it prioritized human development as a necessary condition for development and one of the central objectives of development (MoFPED 2004).

Consequently, the government has massively invested in the expansion of formal and non-formal education, with particular focus on literacy and skills training. Adult learning is therefore one of the key education programs identified as crucial for increasing the ability of the poor to raise their incomes and enhance the quality of life of the poor. These plans emphasized both expansion of access to equitable and quality basic education as well as skilling of Ugandan youth for the transformation of the national economy. The plans acknowledged illiteracy among the poorest people and acknowledged the need to provide the kind of education that would help to eradicate their poverty.

In recognition of the important role played by literacy in improving the human development indices in the country, in 2002, and in line with PEAP, the Government formulated National Adult Literacy Strategic Investment Plan (NALSIP, 2002/03 – 2006/07). As pointed out by MoGLSD (2011), the NALSIP was formulated with a target of achieving a 50% improvement in levels of adult literacy by 2007, and achieving equitable access to basic and continuing education for women and out-of-school girl youths. Although NALSIP did not define life skills and lifelong learning, it made so clear the emphasis that guided many literacy programs in Uganda.

At the Sector level, the implementation of EFA Goal 3 programs in the period under review was guided by both Education Investment Plan (ESIP, 1998-2003) and its successor Education and Sports Sector Strategic Plan (ESSP, 2004-2015) and the Revised Education and Sports Sector Strategic Plan (ESSP, 2007-2015).These two sector strategic plans consistently prioritized life skills, lifelong learning and skills development at all levels of education. Specifically, one of the ESSP objective is that Primary-level pupils mastering basic literacy (reading and writing), numeracy, and basic life skills (MoES 2004b).

At the sub-sectoral level, the implementation of goal 3 in the 2nd half of the decade was guided by the Business, Technical and Vocational Education and Training (BTVET), Strategic Plan 2011-2020, and Strategic Plan for Secondary Education in Uganda (2009-2018). As described by H.F. Okinyal (2012), the 10-year plan is strategically designed to contribute to the implementation of skills development programs in the country during the years 2011 to 2020, and to ensure that Ugandans and enterprises acquire the skills they need to raise productivity and income.

Strategic Plan for Secondary Education in Uganda (2009-2018): Objective 2 of the Strategic Plan for USE is to improve the quality and relevancy of secondary education. Under sub-objective 2.1, "Secondary Education Students prepare to enter higher education and world of work", one of the strategies is to give highest priority to competencies for higher education, the world of work and lifelong skills. According to this strategy, the Ministry will move towards a four (4) year program (i.e. S.1- S.4) for all participants at secondary level that emphasizes competencies for lifelong learning and the world of work. This is a deliberate move by the sector towards creating a firm basis for acquisition of productive and employable knowledge and skills that the country needs for creating a modern, self-sustaining, independent and integrated national economy. The implementation of this strategy entails review of the curriculum to enable learners to acquire specific vocational skills once they enter the world of world (MoES, 2009).

3.3.2.1 Flagship Programs

Flagship program implemented to achieve goal 3 during the period under review was the Universal Post Primary Education and Training (UPPET). In 2007, the Government of Uganda launched Post- Primary Education and Training (UPPET) Program. The program comprised Universal Secondary Education-USE which covers lower secondary education (S.1-S.4) (MoES, 2009) and Business Technical, Vocational Education and Training.

Expanding access in the BTVET sub-sector was at the forefront of the government's policy thrust. This is geared towards producing a competent and flexible workforce with relevant skills to contribute to sustainable economic growth and social transformation as well as to meet the challenges of globalization. The expansion of access in the BTVET sub-sector also focuses on ensuring the sustainability of the UPE policy, which is embedded in the Universal Post Primary Education and Training program (UPPET).

The program aims at improving transition of P.7 leavers to Post Primary Education and Training (i.e. Secondary Education and BTVET). This has been evidenced through the extension of free education to Business, Technical, Vocational Education and Training (BTVET) institutions and upper secondary schools under UPOLET program. By 2010, 58 BTVET institutions, 8 Health Training Institutions have benefited from this program.

3.3.2.2 Implementation Strategies

Strategies adopted during the period under review include:

Provision of Capitation Grants

Through the Universal Secondary Education Program, (BTVET component) capitation grants were paid to various BTVET institutions to cater for fees. According to the USE implementation guidelines, the Government provides capacitation Grants to all USE participating BTVET Institutions and also provides basic equipment and materials (i.e. Textbooks, Teachers guides, and workshop equipment & chemicals as well as offering in-service training for teachers). The USE grant covers non-boarding expenses for students enrolling in participating schools/institutions.

Provision of instructional materials

As per the policy and operational arrangements for implementing USE, Government is supposed to provide basic infrastructure, instructional material and basic equipment to the participating BTVET institutions. The Government continued to provide other non-monetary support in terms of students' textbooks for core/mandatory subjects, teachers/instructors guides. Distribution of equipment and machines were made to all participating institutions.

Infrastructure Provision.

To accommodate the growing demand for infrastructure after the implementation of USE program, government established various initiatives for infrastructure development. The governments established a government funded program for renovation, rehabilitation, expansion the existing BTVET institutions), as well as construction of new BTVET Institutions in every district of the country. Under this strategy all districts without any form BTVET institution were provided with a government BTVET Institution. Additionally, infrastructure development in the BTVET sub-section have also been supported by various Education Development partners which include among others; the African Development Bank (ADB), World Bank, Irish Aid, etc.

Supply of Qualifies Teachers/ Instructors

The GOU continued to supply more qualified teachers/instructors to support the increasing number of students enrolled under UPPET program.

Advocacy

Use of Information Education and Communication; use of Information Education and Communication materials has extensively been applied in the campaign to socially market BTVET. This has involved the use of; flyers, posters, billboards, and leaflets. The flyers and leaflets have openly been distributed throughout country and posters displayed in most of the public places where they can clearly been seen, informing people of the country's direction and the role it has got to play in achieving this direction.

Involvement of the stakeholders

Uganda has over the past decade advocated and strengthened public-private partnerships. This strategy was undertaken to hold every party involved in national development accountable, as well as agitate for the full participation of the private sector in education provision. The move has seen the participation of stakeholders especially employers and parents in consultation forums for curriculum development and discussion of other pertinent issues faced by the BTEVT sub-sector. In addition, the move has also boosted accessibility to BTEVT education by construction institutions.

Exhibitions

Uganda has employed use of exhibitions on top of information communication charts. The MoES and UGAPRIVI organize public training workshops, conduct drama festivals on specialized themes on BTEVT and also indulge in science and technology forums/shows. Furthermore, the BTEVT sub-sector also engages in the Uganda manufacturers' association organized trade shows. This move has not only cemented cooperation between the two parties but also attracts the general public from which they become educated.

3.3.2.3 Financing of Goal 3 Activities

During the period under review, financing of Goal 3 activities was a collaborative effort of government, Education Development Partners (EDPs) and non-state actors. Non state actors include the private sector, nongovernmental organizations including faith Based Organizations, Civil society Organizations, Parents and the Community.
Privately owned BTVET institutions are funded mainly by charges levied on the trainees, an apprentice system, and employee training expenditures. In some cases donors provide support to private BTVET institutions through equipment and other capital costs.

The bulk of government funding for formal skills development is provided within the Education and Sports Sector budget. Education Development partners (EDPs) channel their resources both through the government budget and directly to private training providers as mentioned above.

However additional government funding comes through other line ministries which have skills development institutions including; Ministry of Works, Housing and Communication, Ministry of Tourism, Trade and Industry, Ministry of Agriculture, Animal Husbandry & Fisheries, Ministry of Energy & Mineral Development, Ministry of Gender and Social Development, Ministry of Health and Civil Aviation.

Companies also provide financial resources to cater for work place training of employees and industrial attachment for trainees. The private sector provides funding through direct investment in privately owned institutions. NGOs including faith based and civil society organizations usually provide funding for skills training of marginalized or vulnerable groups (*to finance pedagogical and non-pedagogical materials*),

parents too finance skills development through payment of tuitions fees while the community provide assistance through land donations and other material assistance.

3.3.3 PROGRESS AND MAIN ACHIEVEMENTS

3.3.1.1 Interventions implemented and progress of implementation

(a) Restructuring of institutional framework for delivery of skills training and development. Starting in 2000, the Government of Uganda deliberately took efforts to create special structures for life skills education and training in the country. This involved the:-

(i) Creation of new departments that include:

- ✓ The establishment of a BTVET department to coordinate formal education skills development activities. This department comprises of three divisions *(i.e. Technical, Business and Vocational education divisions*), that deals with business, technical and vocational education and training;
- ✓ Establishment of a new department of Physical Education and Sports in 2005, to co-ordinate sporting skills and development in the country;
- ✓ Creation of a fully-fledged department of Guidance and Counseling (G&C) to spearhead professional life career development in education institutions and provide psycho social support and care;
- ✓ Establishment of Uganda Vocational Qualification Framework (UVQF) to enhance assessment of skills development programs and activities;
- ✓ Establishment of Uganda Association of Private Vocational Institution (UGAPPRIVI) to facilitate coordination with private providers of skills development services;
- ✓ Establishment of the Labour Productivity Division under Ministry of Gender, Labour and Social Development to coordinate skilling and training programs for both the public and private sectors; and,
- ✓ Establishment of the Uganda Civil Service College under the Ministry of Public Service to provide in-service practical, skills oriented training and re-orientation of public servants;

(b) Expansion of opportunities for skills training and lifelong training in the country: This involved:-

(i) Formulation of a policy that prioritizes provision of at least one Vocational and Technical school/Institute in every district in Uganda by 2016;

(ii) Extension of free education to Business, Technical, Vocational Education and Training (BTVET) institutions and upper secondary schools under UPOLET program. Currently, 56 BTVET institutions, 7 Health Training Institutions and upper secondary schools have benefited from this program;

(iii) Launch of Non-Formal Training Program (NFTP) to provide training in vocational and entrepreneurial skills;

(iv) Creation of a Youth Capital Venture Fund (2012) to promote their entrepreneurship skills; and,

(v) Formulation and the launch of Business, Technical and Vocational Education and Training (BTVET), Strategic Plan 2011-2020 as a way of unlocking the country's productivity potential;

(a) Curricula Review. this involves:

(i) Integrated life skills training into all formal, and non-formal education and training programs;

(ii) Review of lower secondary education curriculum which is still underway to make it more inclusive and integrate all relevant life skills areas;
(iii) Integration of Physical Education and Sports into lower secondary curricula as a core subject;
(iv) Modularization of BTVET courses to make them flexible and relevant to the needs of the working population;
(v) Prioritization of Decent Work Country Program (DWCP) which promotes decent work conditions, youth employment, skilling, industrial relations, productivity, social protection and adherence to labour standards; and,
(b) Formulation of a specific HIV and AIDS education work place policy to mitigate against the impact of HIV and AIDS on the labour force.

3.3.3.2 EFA Goal 3 Main achievements

The combined effect of all interventions undertaken during the decade to achieve goal 3 targets has resulted into the following major achievements:-

(a) The visibility of skills education and training has increased .This is demonstrated by:

(i) enactment of BTVET Act (2008) to provide a firm legal basis for skills development in the country;
(ii) The formulation of the National Strategic Plan for skills development dubbed "*Skilling Uganda*" was coordinated by an independent task force comprises of members drawn from key stakeholders that include; the private sector, industry, and training institutions; and,
(iii) Inclusion of skills development as a national flagship program in the National Development Plan 2011-2015.

(b) Increase in enrolment:-

(i) Total number of young people and adults enrolled in lifelong education increased by 282% from 113,871 (*27,786 male; 86,085)* in (2000) to 434,663 (*107,946 male; 220,193 female*) (2010).
(ii) Secondary schools enrolment increased by 136% from 518,931 *(290,176 male ; 228,755 female*) (2000) to 1,225,692 (*654,971 male ; 570,721 female)* (2010);
(iii) Improvement in the Gender Parity Index (GPI) for secondary education by 0.1 points from 0.8 in 2000, to 0.9 (2010).
(iv) BTVET enrolment increased by 103.8% from 11,549 *(10,311 male; 1,238 female)* (2001) to 23,537 (*13,604 male; 9,933 female)* (2010).

(c) Expansion of the labour force and improvement in labour participation rate:

(i) As a result of enhanced skills education and training in the country, Uganda's labour force expanded by 23% in the last 5 years from 10.9 million persons (2006) to 13.4 million persons (2010);and,
(ii) The Labour Force Participation rate (LFPR) increased from 82 percent in 2006 to 91.5 percent in 2010. The overall unemployment rate was 3.6 percent (2010) while the urban unemployment rate was about 8.7 percent (2010).This implies that the skills development programs are beginning to respond to the skills needs of the labour market and the economy.

3.3.3.3 Constraints/ Challenges

(a) ***Relevance of skills education and training program is wanting.***

Despite substantial investment in skills development during the decade, most skills have remained largely irrelevant to national socio- economic development needs. This is attributed to:

(i) Mismatch between training content and the actual skills required in the labor market. this has created a large number of graduates of formal skills development system who continue to be unemployed because the skills they have acquired fall short of those required by the labour market;
(ii) Poor alignment between various curricula and training program leading to a proliferation of standards;
(iii) Poor linkages between skills development and national priorities. Many of the formal skills training courses do not reflect the job requirements of the real world of work in Uganda;
(iv) Inadequate equipment, coupled with inexperienced teachers; and,
(v) Limited integration and progression, leading to poor articulation.

(b) Diverse, amorphous and fragmented, nature of skills development that makes management, coordination and quality assurance difficult;
(c) Negative social perceptions and stigma on skills education and training. The public and majority of parents consider vocational education as fit for only the academically less endowed;
(d) Lack of a comprehensive policy on lifelong and training;
(e) Limited budgetary resources: - This exacerbated by the fact that unit cost for skills education and training is generally higher than for all other levels of education. Consequently, and as a result of competition for resources by other sub- sectors, skills developments have generally received lower budgetary allocation than actually required;
(f) Gender-based inequalities as a result of stereotyping and stigma against female: A majority of the public thinks that skills education and training is usually for males rather than females. This is compounded by the fact that, some skills development programs (*such as nursing and midwifery, nursery teachers, hospitality management*) among others are skewed towards women.

3.3.4 Implementation Gaps

(i) The limited fund basket has rendered NFE at PBL a rather non priority. NFE is considered expensive and unnecessary especially where not all children that qualify to join PPET get access even in a conventional system. The preoccupation of government with UPE for 10 years now has limited any new

ventures into flexible learning modes. Government attention on NFE was further reduced by the introduction of USE.

(ii) The information about NFE programs at PPL in Uganda is not properly documented. The official government data on Education i.e. Education Management Information

3. 4 GOAL 4: ADULT LITERACY AND CONTINUING EDUCATION: "Achieving a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic and continuing education for all adults"

IFAD's Gender Strengthening Programme for East and Southern Africa – Uganda Field Diagnostic Study (Draft)

The centrality of literacy (i.e. the ability of a person to read, write and count with understanding) cannot be over emphasized. Literacy not only facilitates learning but also acquisition of skills necessary for individuals to perform social and economic tasks necessary for their survival in a modern society. In addition, literacy is the foundation for critical reflection which is necessary for individuals to be able to engage in diverse forms of knowledge acquisition, understanding and communication. Without literacy therefore, no modern education process (i.e. education of small children, those in school, out-of-school youth and adults) is possible.

Throughout 2001-2010, illiteracy among the adult population continued to be a major problem in Uganda. In 2001 the Uganda Demographic Health Survey (DHS 2000-2001) put the total of adult illiterates at 6.9 million (for males aged 15-54 years and females aged 15-49). The DHS concluded that 'this population steadily increased with age and yet efforts to educate them remained minimal and only reached 4.3% of these illiterate adults'. By 2006 the Ministry of Gender, Labour and Social Development estimated adult illiteracy at 31 percent translating to 4.7 million Ugandans (i.e. females 2.9 million and men 1.8 million). More women in Northern Uganda accounted for the largest proportion of illiterate women in the country on account of the civil strife that

had engulfed this region for the greater part of the decade and that had disrupted social services.

Despite the above, Uganda made considerable efforts to implement literacy and continuing education programs to address the persistent challenge of illiteracy in the country. These efforts were mainly spearheaded by Ministry of Gender, Labour and Social Development (which has the institutional mandate for adult literacy), in partnership with NGO's and civil society organizations.

3.4.1 The National Policy and Institutional Framework for Adult Literacy

Addressing the challenge of illiteracy in Uganda has always involved a partnership between the public and private sector (particularly NGOs, Civil Society and the Community). Ministry of Gender, Labour and Social Development is the lead Ministry for adult literacy programs. During the period under review, addressing illiteracy in the country was adopted as one of the strategies for poverty reduction. Consequently the delivery of these programs used approaches that elicited direct participation of the target communities.

3.4.1.1 Overview of Policy and Framework for Adult Literacy

The policy framework for the implementation of adult literacy programs in Uganda for decade 2001-2010 was constituted by:-

(i) The development of the rural development strategy (2005) intended to boost household incomes;

(ii) The Uganda National Gender Policy (2006) aimed at mainstreaming gender concerns in the national development process in order to improve the social, legal, political, economic and cultural conditions of the people especially women;

(iii) The National Equal Opportunities Policy (2006) focused on promoting non-formal education, including indigenous knowledge (MGLSD, 2006);

(iv) National Policy on Disability (2006) aimed at promoting equal opportunities for enhanced empowerment, participation and protection of rights of PWDs irrespective of gender, age and type of disability. This is in recognition that PWDs can perform to their full potential given the same conditions and opportunities irrespective of their social, economic and cultural backgrounds;

(v) Development of Gender, Labour & Social Development National Non-formal Adult Learning policy (2008) to guide national efforts in the provision of Adult literacy learning opportunities.

(vi) National Policy for Older Persons (2009) in order to respond to the training and lifelong learning needs of older persons by ensuring improved access to Functional Adult Literacy and lifelong learning opportunities.

(vii) Recommendations of the National Report on the Development and State of the Art of Adult Learning and Education (ALE) in Uganda that emphasized the promotion of quality non- formal adult learning for all; empowering marginalized groups; creating linkages between formal and non-formal education systems and providing effective coordination mechanism for non-formal learning and lifelong learning.

The policy framework was operationalised mainly through three strategic plans:

(i) *The National Adult Literacy Strategic Investment Plan (NALSIP) 2002/03 – 2006/07*

This plan prioritized the strengthening of National commitment to the literacy programme and collaboration with literacy stakeholders in order to ensure adult literacy and lifelong learning (MGLSD, 2002a). NALSIP emphasized decentralization of resources from the central government to the districts and sub-counties. It also led to a creation of a partnership between the MGLSD, CSOs and Educational institutions.

(ii) *The Social Development Sector Strategic Investment Plan (SDIP) 2003 -2009*

SDIP leveraged on community mobilization and functional adult literacy initiatives as key in attaining social and economic development.

(iii) SDIP II (2011/12-2015/16)

This plan seeks to address gaps and challenges as well as build on the achievements of SDIP I. The plan provides a planning framework for the sector to address risk and vulnerability among the poor, marginalized and socially excluded groups such as older persons, PWDs, Orphans and Other Vulnerable Children (OVC), women, non-literate adults and ethnic minorities. It also articulates interventions and strategies to transform mind-sets of the poor and vulnerable individuals towards work, improving productivity and development (MGLSD, 2011). It is integrated to the country's National Development Plan (2010/2011-2014/2015).

3.4.1.1.1 Policy Objectives and Priorities

The 1995 Constitution of the Republic of Uganda provides for promotion of literacy and continuous education as a Constitutional Right of all citizens without discrimination. The policy objectives adopted therefore, underscore this constitutional provision. The overall goal of the National Policy on adult literacy was to improve the Functionality and accessibility to Quality non-formal literacy and numeracy services. Consequently, policy priorities for the decade 2001 – 2010 were to:-

(i) Expand Functional Adult Literacy programme to reach all villages;
(ii) increase adult enrolment and training;
(iii) Expand the provision of library and information services through construction and refurbishment of the national and district level libraries network;
(iv) Design and implement community mobilization models at District, Sub-county, parish and Village levels

3.4.1.1.2 LEGAL AND REGULATORY FRAMEWORK

The 1995 Constitution of the republic of Uganda together with the Equal Opportunities Commission Act (2007) provide a legal basis for adult literacy in the country.

(a) The Constitution of the Republic of Uganda

Basic Education for both children and adults is a right that is enshrined in the Constitution and provided for under several Articles.

Article 30, clearly states, *"All persons have a right to education"* This is supported by *Article XVI (ii)*, which states, *"All Ugandans enjoy rights and opportunities and access to education, health services, clean water etc"*. *Article XVIII* obligates the state to:-

(i) promote free and compulsory basic education
(ii) afford every citizen equal opportunity to attain the highest educational standard possible
(iii) Allow individuals and organizations including NGOs and Religious bodies to found and run educational institutions in accordance with the policies and standard of education.
(iv) Chapter 2:21:4(a) commits the state to address educational imbalances among others.

From the above, it's clear that the Ugandan state guarantees the right to education for all of its citizens including Adults.

(b) The Equal Opportunities Commission Act 2007

The Equal Opportunities Commission Act was enacted to provide a legal basis for elimination of all forms of discrimination and inequalities against any individuals or group(s) of persons on the ground of sex, age, race, color, ethnic origin, tribe, birth, creed/religion, health status, socio-economic standing; and to take affirmative action in favor of marginalized groups.

These statutes together with the policy framework reflected in ... above provide the legal and regulatory framework for adult literacy in Uganda.

3.4.1.1.3 INSTITUTIONAL FRAMEWORK AND COORDINATION MECHANISM

As already pointed out, the delivery of adult education program is a partnership between the GoU and NGOs (including faith based organizations and civil society). Within the structure of the GoU, Ministry of Gender, Labour and Social Development (MoGLSD) has the institutional mandate for adult literacy and therefore provides the National coordination mechanism. However individual NGOs that promote and facilitate adult literacy have their internal coordination mechanisms which are in constant liaison with MoGLSD.

The involvement of NGOs in adult literacy has been instrumental in rolling out literacy programs to marginalized communities and groups (particularly women).
The most notable National and International NGOs that were active in adult literacy program throughout the decade under review include:- Literacy and Basic Education Uganda (LABE-Uganda); Action Aid Uganda (AAU); Adventist Relief and Development Agency (ADRA); Oxfam Novib; Netherlands Development Organization (SNV), Agency for Co-operation in Research and Development (ACORD); Young Men Christian Association (YMCA); Young Women Christian Association (YWCA); the Icelandic International Development Agency (ICEIDA), Save the Children (Uganda); the World Food Programme (WFP). Their efforts are complimented by numerous community based organizations, the key one being Vijana Development Action in central and western Uganda.

3.4.1.1.4 Assessment of institutional framework and Coordination Mechanism for Adult Literacy

Box 4.1: Assessment of institutional framework and Coordination Mechanism for Adult Literacy

(a) Strengthens

(i) Strong central coordination mechanism provided by Department of Community Development in the Ministry of Gender, Labour and Social Development (MoGLSD). This gives national guidance and direction to the lower levels of government on the promotion Adult literacy learning activities. It also provides Quality assurance mechanisms

(ii) Existence of a fairly strong enabling policy framework to guide the implementation of Adult Literacy programmes and activities

(iii) Well Established Public Private Partnership

(iv) Supportive legal framework

(v) Existence of many NGOs(both international and local active in Adult Literacy activities).

(vi) Availability of extensive documentation on the context and status of literacy in Uganda

(b) Weaknesses

(i) Low Prioritization of Adult literacy in the national Budget

(ii) Over dependence on NGOs, CBOs and FBOs for funding and implementation of Adult Literacy

(iii) Limited multi-sectoral coordination and synergies due to overlaps of institutional mandate leading to duplication of activities

(iv) Lack of sustainable financing framework for national Adult Literacy activities

(v) inadequate human resource capacity

(vi) Poor coverage of Adult Literacy Programs (centrally at less than 6%)

(c) Opportunities

(i) increasing visibility of Adult Literacy activities particularly in the national development plan, (In Vision 2040 and National Development Plan

(ii) *Growing Public-private partnership*

(d) Threats

(i) Framework for accreditation of certificates

(ii) *Low priority of Adult Literacy programs in the national budget.*

3.4.2 National Action Plan for Adult Literacy

Uganda's National Action Plan for Adult Literacy was articulated under pillar 5 of the revised Poverty Eradication Action Plan (PEAP 2004-2008). The PEAP not only adopted Adult Literacy initiatives as a strategy for community empowerment and poverty eradication, but also set clear National targets to be achieved. Additional targets were set by sectors that have institutional mandate for Early Childcare and Education (particularly Ministry of Education and Sports and Ministry of Gender, Labour and Social Development).

3.4.2.1 Implementation Strategies

In order to achieve National targets for Adult Literacy during the decade under review, Uganda pursued six (6) main strategies:

(i) Strengthening the National Planning framework for Adult Literacy. This involved adopting adult literacy as a key strategy for implementation of the PEAP (2004-2008). The PEAP recognized illiteracy among the poorest people as a binding constraint to development. It also recognized the need to provide functional education among adult learners so as to eradicate poverty. According to PEAP, "a well educated population is both a necessary condition for development and one of the central objectives of development". This position has been entrenched by the National Development Plan 2010/2011-2014/15 which prioritizes enhancing the Functionality and Accessibility to quality non-formal literacy and numeracy services through expansion of Functional Adult Literacy programme to communities where is most needed;

(ii) Formulation of sector strategic plans for adult literacy that provide a framework for coordination and alignment of activities among all stakeholders

(iii) Strengthening of the Legal and Policy Framework for implementation of Adult Literacy Programmes. *(see sectionv3.4 2.1 above)*

(iv) Leveraging on Public-Private partnership to access much needed financing and technical staff for the implementation of Adult Literacy Programmes.

(v) Advocacy to increase the visibility and public awareness of Adult Literacy programmes in the country; and,

(vi) Capacity development by public universities and other higher institutions of Learning.

3.4.2.2 Flagship Programs

There was no National Flagship for Adult Literacy in Uganda during the decade under review. Instead the focus was on the implementation of activities identified in the three strategic plans - *(NALSIP 2002/03 – 2006/07; SDIP 2003 -2009; and SDIP II 2011/12-2015/16 (see section 2.1.1).*

Alongside the public sector efforts, the NGOs prioritized a number of programmes which include;

a) **Development of a National Adult Learning Qualifications Framework.** This was spearheaded by the Adult Literacy and Basic Education Center (ALBEC), a registered NGO that was founded by graduates of Makerere University's Adult and Community Education.

ALBEC prioritized advocacy for adult qualification framework as a response to the inability of the system to offer adults certificates appropriate to the needs and learning situations of adults. In this initiative, ALBEC collaborated with NGOs and other civil society organizations to create opportunities for adult learners to move from basic education to more advanced levels. Hitherto these participants were being subjected to regulations for accreditation for formal education learners rather than that for adult learners.

b) Training for Literacy and Participatory Learning.

This was a collaborative programme involving a number of NGOs that include LABE-Uganda, Education Action International, NOVIB and other agencies. This programme was initiated to address the need of adult women learners to have sustainable and permanent literacy skills essential for more equitable grassroots development and to act as a way out of poverty. This was a community demand driven initiative which focused on creating linkages among key actors located at different levels of Government in the area of policy analysis and service delivery.

c) Mother Tongue Education Project

This Project was implemented in 2009 in six Districts of north western and northern Sub-regions. It targeted 240 schools drawn from the districts of Arua, Kakwa, Yumbe, Adjumani, Gulu and Amuru (40 schools per District).

The purpose of the project was to improve of literacy and numeracy skills among school going children by encouraging the involvement and participation of parents in their children's education. A total of 20,722 adults registered to participate in this programme (12, 698 were women and 8,024 were men).

3.4.2.3 Financing of Adult Literacy Activities

Implementation of Adult Literacy activities and programs was co-financed by GoU and a consortium of NGOs (both International and Local). Table 4.2, 4.3 and 4.4 summarizes the performance of the public budget.

Table 4.2 shows budgeting and financing of adult literacy in Uganda

Public Investment in adult literacy by GoU FY 2001/02 to 2010/11					
	Approved Budget		**Actual Release**		**Total Released**
	MGLSD	**District Grant**	**MGLSD**	**District Grant**	
Financial Year	**U Shs '000**	**U Shs '000**	**U Shs '000**	**U Shs '000**	**U Shs '000**
2001/2002	3,509,000	-	3,509,000		3,509,000

2002/2003	2,588,000	-	2,262,232	1,620,000	3,882,232
2003/2004	2,101,100	-	1,750,458	1,620,000	3,370,458
2004/2005	1,999,999	-	1,639,684	1,620,000	3,259,684
2005/2006	1,480,000	-	1,680,000	1,600,000	3,280,000
2006/2007	1,500,320	-	1,477,041	1,600,000	3,077,041
2007/2008	1,585,000	-	1,162,000		1,162,000
2008/2009	1,584,970	-	1,391,304		0
2009/2010	1,879,970	-	1,391,304		1,152,734
2010/2011	1,479,970	-	612,409		612,409
Total	**19,708,329**	**-**	**16,875,432**	**8,060,000**	**23,305,558**
Source: *Ministry of Finance, Planning and Economic Development*					

The figures in table 4.2 indicate that for the entire decade the cumulative public expenditure on Adult Literacy programmes was dismal and stood at Ugx 23,305,558.00 *(or USD 9,322.22 Equivalent at the exchange rate of 1USD = Shs 2500).*

3.4.3 Progress and Main Achievements

3.4.3.1 Main Interventions implemented and Progress of Implementation

Key interventions implemented during the decade under review focused on: - Rollout of the Functional Adult Literacy programme; Curriculum and Instructional Materials Development; Assessment; Strengthening of Data and Information Systems; Enhancement of Community Participation; and Institutional Strengthening.

(a) Rollout Functional Adult Literacy programme

At the beginning of the decade, The Functional Adult Literacy programme *(the main vehicle for the delivery of Adult Literacy)* was strengthened and rolled out to 95 additional districts from 37 districts (2001) and 56 districts (2002) to 132 districts. This programme was designed to target women; out-of- school youth (15-30 years); marginalized groups *(including farm workers)*, remote rural and poor urban dwellers; dwellers in informal settlements, refugees and internally displaced persons; prison inmates; historically disadvantaged communities and ethnic minorities; persons with disabilities; people infected and affected by HIV and AIDS; rural and poor urban communities; and older persons. The programme was also introduced to the Army (Uganda Peoples' Defense Forces -UPDF) and Uganda Prison Services to cater for spouses of soldiers and inmates respectively.

(b) Curriculum and Instructional Materials Development

This was a complementary programme to the Functional Adult Literacy Programme referred to in 4.4.1 (a) above. This initiative was implemented in 2003. Its main objective was to review the Adult Literacy Curriculum in order to meet the practical needs of women *(the main target group).*
This was achieved by:

(i) Refocusing the curriculum on areas that directly benefit women. These areas include; health, legal issues, agriculture, cooperative and marketing, animal husbandry, gender, culture and civic consciousness as well as language;
(ii) Integrating approaches to Learning through problem solving for sustainable self and community development; and,
(iii) Encouraging learners to develop positive attitude by learning and working through practical activities (MGLSD, 2003a).

To operationalize of the new curriculum new learning materials *(including Instructors guides)* were also developed in each of the new areas already referred to. These materials were developed using an approach that involved consultation with local communities, district level personnel, language boards, training institutions including universities and civil society agencies, the National Curriculum Development Centre (NCDC) and specialists in the field of Adult Education and Literacy.

(c) Assessment

This initiative *(implemented in 2004)*, involved design and production of guidelines for Continuous Assessment of reading, writing, numeracy, functionality and record keeping competencies among beneficiaries of the Functional Adult Literacy Programme referred to in section 4.4.1 (a) above. The purpose was to help instructors and learners build confidence to strengthen areas of weakness so as to progress systematically and provide greater chances for the learners to qualify for accreditation. Once designed, district level supervisors and instructors were identified to carry out the assessment countrywide. The assessment involved learners seating proficiency tests (in the areas of desired proficiency) at the end of each literacy cycle.

(d) Strengthening of Data and Information Systems

Efforts were made during the decade to ensure the availability of data and Management Information Systems on Adult Literacy. Initiatives undertaken mainly revolved around the development of sub-sectoral databases. These included: the National Adult Literacy Management Information System (NALMIS), Orphans and Other Vulnerable Children Management Information System (OVCMIS), Community Based Rehabilitation Management Information System (CBRMIS), Sexual and Gender Based Violence Management Information System (SGBVMIS), Labour Market Management Information System (LMIS) and the Community Information System (CIS). The purpose was to improve availability of core data for effective planning and management of Adult Literacy in the country.

(e) Enhancement of Community Participation

In recognition of the roles communities play in Planning, Implementation and Monitoring of Adult Literacy activities at Sub-national level (particularly at District and Sub-county Levels) deliberate strategies were adopted to foster community participation. Some of the initiatives included income generating activities *(such as micro-enterprises like Community and Village Saving Schemes)* where communities decided on their own rules and regulations for managing them.

(f) Institutional Strengthening

Capacity building and policy development were key initiatives for institutional strengthening during the decade. Training of Adult Literacy service providers (especially literacy instructors, trainers and managers as well as members of Adult learners association) was the main activity under capacity building. The aim was to create a National critical mass of resource teams capable of addressing the wide learning needs of different categories implementers of Functional Adult literacy programs. Training focused on generic skills areas that curriculum and materials development, planning, resource mobilization and management skills; advocacy, participatory monitoring and evaluation.

In addition, adult learner associations and literacy instructors' networks were established and strengthened. Strengthening involved equipping them with skills in community dialogue; project and enterprise identification; resource mobilization and management; as well as entrepreneurship and participatory monitoring and evaluation of adult literacy activities.

In the area of policy development, at least five Policies were developed during the decade. The ***Adult literacy policy*** (2008), is perhaps a water shade policy that underscores GoU's commitment to Adult Literacy. This policy is intended to strengthen activities that were implemented under NALSIP and emphasizes "continuity in achieving the desirable quality of life for ordinary Ugandans based on knowledge and the ability to harness that knowledge into tangible local development" (MGLSD 2008a).

3.4.3.2 Goal 4 Main achievements and Outcomes

a) National Literacy Rates

(i) Overall literacy rates improved by 11 percentage points see table 4.5 below;

Table 4.5: Population size and adult literacy rates of Ugandans in the period 2000-2010

Year	Estimated Population size in millions	Estimated Literacy rate (%)
2001	23.9	62
2002	24.1	65.2
2003	24.7	68
2004	26.7	70
2005	27.6	68
2006	28.2	69
2007	28.4	69
2008	29.6	69
2009	30.6	69
2010	31.8	73

Source: Population Secretariat, Ministry of Finance, Planning and Economic Development: State of Uganda Population reports 2006-2013; UNFPA (2004). State of the World Population Report, New York: United Nations Population Fund.

(ii) Women's literacy levels improved by 4.3% (from 57.7% in 2000 to 61% in 2010);
(iii) FAL completion rate of women adult learners consistently outstripped that of men, implying that women were more committed to the FAL programs than men,

(b) Social Empowerment

(i) During the period under review, an estimated total of 3,248,632 learners (960,321 males and 2,288,311 females) benefited from the FAL programme. Many learners over the years testified that they were able to among other things sign visitors' books, fill forms or registers, sign their names when voting instead of using thumbprints, write and read confidential letters, read simple agreements and religious books and engage actively in their children's school work (Oonyu, 2012);
(ii) Adult literacy services (Government, CSOs and the private sector) targeting young people from 15 years of age and adults who either dropped out of primary schools or completely missed out on formal education, have contributed to a reduction in illiteracy rates by 2 percent. It is important to note that most of the beneficiaries who have been empowered by FAL are women.

(c) Capacity Building

(i) Training of Literacy workers

In the area of training, the main achievement was establishment of institutional frame work for training literacy workers who are directly involved in frontline service delivery. This frame work comprises institutions of higher learning; partner organizations (mainly NGOs) and GoU (represented by the Ministry of Gender, Labour and Social Development.

A total of 20,000 literacy instructors and 669 supervisors were trained in the literacy centres. Three quarters of these Instructors were recruited by Government agencies and 14,544 of them were trained. The training was funded jointly by GoU and NGOs. By the end of the decade, forty percent (40%) of the Local Government staff had been oriented in Social Development Sector issues (particularly community development, youth, probation; social rehabilitation, gender planning and social welfare work).

(ii) Establishment of Literacy Learning Centers In response the growing demand for adult literacy services a total of 20,000 learning centres were established during the decade.
(iii) Strengthening of Libraries for Adult Learners

During the decade, libraries serving adult learners were strengthened among other things through, provision of Functional Adult Literacy Information Education and Communication (IEC) materials. Furthermore additional 1,078,112 reading materials were distributed to public and community libraries.

(d) Equity

(i) Reaching out to the marginalized groups

In order to facilitate access to FAL by all social groups (including the disadvantaged and marginalized), deliberate targeting of beneficiaries was adopted as a strategy. For instance, the interest of the dominant age-group (i.e. women aged 31-40 year olds), were deliberately targeted and addressed. In addition, marginalized areas (like Karamoja and Kalangala), were

also specifically targeted. FAL programmes in these areas were specifically re-designed and customized to provide skills required by the beneficiaries to improve their social economic status and livelihoods. This led to the introduction of a special programme for Karamja called Adult Basic Education for Karamoja (ABEK).

(ii) Disadvantaged Groups

For persons with disabilities (PWDs), a total of 2,590 were trained in various vocational skills at Lweza, Kireka, Ruti, Mpumudde, Ocoko and Masaka Rehabilitation centres, and 2,979 of them were provided with assistive devices. A total of 1,590 parents were trained in identification and management of disabilities at the community level; while a total of 9,200 PWDs and 600 older persons were provided with grants to for income generation.

(iii) Production of Literacy Primers in Local Languages

During the decade literacy primers were produced in 24 local languages (Luganda , Runyankore-Rukiga, Runyoro-Rutoro, Luo, Ateso , Kumam, Lugbara, Lukhonzo, Samia-Lugwe, Lugwere, Ngakarimojong, Lebthru, Lugbara, Swahili, English, Kakwa, Madi, Kuku, Alur, Kupsabiny, Dhopadhola and Lumasaba). This was in an effort to facilitate ease of learning by adult learners by use of their mother tongue.

(iv) Increased Relevance of FAL programs

During the period under review, all FAL programs in Uganda were based on a situational analysis and assessment of the prospective learners' needs, interests and problems. The National curriculum was used as a general reference which is modified to suit local conditions as materials are produced in local languages. This integrated approach further strengthened the programme relevance to participants' work and life through integration of subject matter to focus on addressing given needs, interests and problems. This integrated approach to provision of Literacy services also allowed these programs to benefit from the experience of specialists in the different subject specialties and therefore, provides integrated learning applicable in the learner's world of work. This reflect approach is designed to make the programs even more relevant by avoiding ready-made programs or materials and letting the learners be part of the programme design and materials development as the learning progresses. This ensures that the needs and problems that the learners feel at the moment of learning are the ones that are addressed and the solutions proposed are those most acceptable to the learners.

(e) Institutional management and Coordination.

(i) Joint planning and Programming of FAL activities

In order to strengthen coordination, collaboration and quality assurance of FAL activities in the country, GoU and Partner NGOs instituted joint planning and implementation mechanisms. These mechanisms were coordinated by the Ministry of Gender, Labour and Social Development and brought together a network of umbrella organizations implementing adult literacy programs.

Areas of common action included joint planning meetings, formulation and development of policies, action plans and formulation of implementation guidelines. In addition collaboration was thus entrenched in the organization of common events such as international literacy days, learners' week, national conferences and symposia.

One of the main outcomes of this collaboration was the introduction of the Braille Literacy and Sign Language programme for both the blind and deaf learners as well as promotion of innovative methods of Adult Literacy teaching and learning.

(ii) Establishment of Management information systems

A system for data collection, analysis, storage management, sharing and utilization of information was established in 2006 through a developed computerized Management Information System [National Adult Literacy Management Information System (NALMIS)] with assistance from development partners like ICEIDA.

While at the community level, the MGLSD, Ministry of Local Government, National Planning Authority and Uganda Bureau of Statistics jointly devised a Community Information System (CIS) to generate information from households and communities on a regular basis for planning, monitoring and evaluation. CIS aims at mobilizing and empowering communities to have regular, reliable and meaningful information about households and communities for development planning, implementation, monitoring and evaluation. This is part of the Economic Vision of the Uganda Government is to enable every household to earn the minimum income required to access basic and essential human needs such as food, shelter, clothing, health, education and that every adult household member should access gainful employment.

3.4.3.3 CONSTRAINTS / CHALLENGES

a) Limited Capacity for Implementation

(i) Inadequate technical competencies

Increasing efforts for adult literacy is hampered by lack of proper clarification by adult literacy education professionals and practitioners on the meaning of adult literacy/numeracy and lifelong learning, current methodological debates in adult literacy/education, gender disparities, delineating the contribution adult literacy makes to development and the use of ICT in adult literacy. In the meantime, this undermines any advocacy and resource mobilization initiatives; because while almost all organizations have a recognizable and strong community base, they are criticized for having questionable technical capacities and competencies and lacking solid organizational skills and resources. They need intensive training and supervised resources to put-in place community-grounded literacy education programmes *(Nyamugasira, Aanyu & Robinson, 2005)*.

(ii) Inadequate Capacity building

The numerous pre-service and in-service training programs for literacy facilitators offered by the MGLSD and non-government organizations within 5-14 days were not sufficient. This evidenced by a number of operational challenges that arose during the decade and which included the limited capacity of literacy instructors to fill the data collection instruments, inability to use computers at some sub-counties and districts, and absence of capacity for data validation.

(iii) Limited monitoring and inspection

Supervision and monitoring were very deficient in most of the government programmes, coupled with very inadequate monitoring data that made it difficult to assess the performance

of the literacy programmes and pinpointing areas for further improvement. This leads to repeated enrolment by the same people in the literacy programmes (*Ravens & Aggio, 2007*.

(iv) Weak Data Management Systems for Adult Literacy

Uganda faced a number of challenges in collecting literacy data. The lack of institutions/organizations interested in research and rudimentary data collection in the country as well as in demonstrating the central role adult literacy plays in achieving other development programmes such as primary education, HIV/AIDS, and wealth creation etc. makes it imperative collect of data on the different levels of literacy.

(v) Shortage of Instructional materials

Overall performance of Adult Literacy programs in the country was severely compromised by shortage of instructional materials. Throughout the decade, the average National textbook learner ratio was 1:25 (i.e. 1 primer to 25 adult learners). This state of affairs is partly responsible for the relatively high attrition among learners particularly male.

(vi) Inadequate infrastructure

In order to ensure sustainability FAL programmes were designed to be delivered at the decentralised Government level. The pre-condition for successful delivery was the existence of minimum infrastructure (particularly classrooms and furniture). However during the decade, little effort was made to provide requisite infrastructure. Consequently adverse weather conditions affected most Adult Literacy classes conducted in open air.

ii. Limited Budgetary Resources

(i) Public Resources

Limited public financial resources for Adult Literacy were perhaps the most pronounced challenge to FAL programmes. Limited resources undermined access and quality which in turn affected the overall outcomes achieved during the decade. Inadequate facilitation of the literacy instructors led to a high attrition rate among FAL instructors. This affected the continuity of the FAL classes and some even collapsed. In turn this has affected literacy programme planning and implementation, administration, monitoring and evaluation.

There is no mechanism for CSOs to access funding from the Government Poverty Action Fund, yet donors are very reluctant to fund adult literacy stand-alone projects. Most Civil Society Organisations are less willing to declare their budgets during the planning process.

(ii) Donor fatigue

As already pointed out, public funding to Adult Literacy was negligible. As a result, most of the programmes implemented had the necessity to rely heavily on donor funding. A number of externalities (particularly the Credit Crunch) however, reduced donor funding to a trickle. In some outrights there was donor fatigue. This implied that the implementation of a number of programs could not sustain due to lack of funding.

© Persistent Inequalities

i. Regional disparities in service delivery

Most of the Adult Literacy Programmes tended to concentrate in urban or peri-urban area to the neglect of rural areas (which had the greatest number of Adult Learners). According to *NORAD (2002)* most leading CSOs active in Adult literacy activities were urban-based, with a token presence in the rural countryside. This was compounded by lack of

programmes that specifically targeted gaps in existing activities so as to guarantee the participation of the poorest segment of the population.

ii. Gender disparities

Throughout the decade there was limited male participation in Adult Literacy programs mainly on account of perceived stigma of being illiterate among women. For most male adult learners, the fear of embarrassment was a barrier to class participation. Many people were worried that their participation in FAL classes asserts their status as an illiterate and inferior member of the community. Some community members referred negatively to FAL participants as 'fala', which in Swahili language slang means stupid or idiot. Fear of embarrassment therefore was a particular barrier for older members of the community and tended to outweigh any potential benefits of the programme. On the other hand, the majority of Adult Literacy facilitators were men. This too became a problem because they could not easily appreciate participation problems that related to problems faced by women arising from their roles and workload as assigned to them by the culture of their society (*Okech, 2006).*

(iii) Relevance of functional adult literacy

The implementation of the "integrated" design of the functional adult literacy programme which involves the integration of literacy learning, literacy practice and life to ensure relevance and functionality was a big challenge. The programme was faced with high dropout rates before completion of the nine month cycle because they do not see their needs being met during the training.

(iv) Low political Buy-in

The adult literacy instructors and learners who could legitimately advocate changes in FAL implementation are not yet organized into strong associations.

At local government level, the planning process tends to become political since each councillor tends to favour his/her own constituency/parish. For example, they can plan for FAL to cover all villages in a sub-county without allocating adequate resources. Graduated tax was abolished in Uganda, yet local governments are under-funded.

(v) Inadequate community mobilization

Mobilizing potential adult learners remained a key challenge as many factors prevented people from coming to the classes; the most significant barrier is poverty. Although adult classes are free of charge, many of the target group could not neglect their subsistence activities to travel to and attend classes.

In addition, the inadequate mobilization of vulnerable and marginalized communities, coupled with limited skills and failure to access information continued to undermine communities participating in the FAL programmes.

(vi) Difficulties in Mapping the unreached and marginalized populations

Adult literacy programmes also faced some challenges in reaching the unreached and marginalized population (who include rural women, women in the informal sector, Internally Displaced Persons; refugees; some pastoralist communities, ethnic minorities, people in correctional facilities, older persons and People with Disabilities)

3.4.4 Implementation Gaps

(i) Poor linkage to formal education: On the whole there is a very weak link between Adult Literacy Program and formal education. There are large numbers of people with some primary education who demand Adult Literacy classes. However, the literacy programs have so far been designing only one level of programmes, to which they usually admit people, whether they have ever been to school or not, and they are all put together in the same class. Many people without prior formal education have been intimidated by this situation and either dropped out or never joined in the first place (Okech, 2006);

(ii) Lack of a national coordinator between the different stakeholders: There is still no national level entity responsible for ensuring the coordination of adult literacy education and assist in conducting specific actions intended to facilitate cooperation among the different stakeholders in the adult literacy education sector. There are no pre-service and in-service training programmes for educators for adult literacy education;

(iii) Inadequate resources: Inadequate facilitation of the literacy instructors has led to a high attrition rate among FAL instructors. This has affected the continuity of the FAL classes and some have even collapsed. In turn this has affected literacy programme planning and implementation, administration, monitoring and evaluation.

(iv) Sustainability of Learner competencies

Most Adult learners could not sustain their newly acquired numeracy and literacy competencies because of limited opportunities to apply them in their day-to-day lives (particularly in rural areas). For instance, most Adult learners complained that they could not use their newly acquired literacy skills even to communicate with government officials because these officials always use English language which they have not learned.

(v) Poor Targeting

Due to the participation barriers facing illiterate people, most of the enrolled FAL participants were actually partly literate people, looking for further education. These people had already experienced formal education and understood its benefits, and they came to the FAL programme seeking the skills development aspect offered through the notion of functional literacy. Unfortunately the failure to target these specific groups proved one of the greatest challenges to the Adult Literacy Programme.

3.5: Goal 5: Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;

"It is very important for girls to have the same (or, logically, even greater) access to education as boys. Women fend for the family in both good times and in bad. They are often responsible for the economic wellbeing of their families and for primary health care"[18].

Gender inequalities have always characterized Education service provision in Uganda. These disparities have manifest themselves in the areas of access, dropout, completion and performance at both primary and secondary Education.

The issue of Gender based inequality in Education opportunities has knock-on effect on National economy as it limits economic growth and exacerbates poverty. Available evidence suggest that Gender inequality in Education directly influences the pace of formal sector employment there by and reduces the GDP growth rate by at least 1.2% per annum.

Although enrolment of both boys and girls in 2001 was already high, and at over 90% (mainly as a result of the UPE programme earlier introduced in1997), primary seven completion rates were generally low at 48.9%, and girls' completion rate was lower

[18] See pg. 63, The state of Uganda Population Report; Population and Social Transformation: dressing the Needs of Special Interest Groups (2013)

than that of boys (42% for girls and 53% for boys. This means that out of a cohort girls that enrolled in primary one less than a half would complete. This pattern affected transition to secondary school where even fewer girls are enrolled. Furthermore girls also continue to lag behind boys in learning period as evidenced by performance at National examination particularly primary leaving examination (PLE) and Uganda Certificate of Examination (UCE).

Against the a above context and within the Dakar framework of action, the Government of Uganda working in collaboration with other government organizations launched initiatives intended to foster equity in the Education system and Goma Declaration Action Plan; and the Beijing Platform for Action (1995), all which are fundamental instrument on gender equality.

3.5.1 National Policy and Institutional Framework for Gender

3.5.1.1 Overview of Policy and Framework for Goal 5

In the period under review, EFA Goal 5 policy framework was underpinned by both regional domesticated regional and national policies.

(a) Domesticated Regional Policies

The Government of Uganda has through a number of key policy documents, declared its commitment to redressing the disparities that characterized education of girls. At the regional level, Uganda adopted regional policy instruments on gender. Among these instruments include: The Common Market for Eastern and Southern Africa (COMESA) Gender Policy (2002); The Inter-Governmental Authority on Development (IGAD) Gender Policy and Strategy (2004); and AU Gender Policy (2009). These policies not only reinforce other international policies but bind each member country to fight gender discrimination in all its forms.

(b) National Policies

National policies that constituted the framework for the implementation of EFA goal 5 included: (i) Affirmative Action Policies (1990); the Government White Paper on Education (GWP-1992); National Gender Policy –NGP (1997-2007); the Orphans and Vulnerable Children Policy (2004); the Child Labour Policy (2006); Uganda Gender Policy (2007); and (vii) Gender in Education Policy (2009).

(i) Affirmative Action Policies (1990)

These policies intended to boost women's access and participation in all aspect of governance. In the Education and Sports sector, the affirmative action measure adopted to increase girl's participation in education was a bonus point of 1.5 awarded to female students qualifying to enter public universities (FOWODE, 2012). The 1.5 scheme has been associated with an increase in the percentage of female students enrolled at the university level by 217% from 13,337 in 2000 to 42,226 in 2010 (MoES, 2012). However, the challenge with this policy is that, it is only applicable in public universities which are currently 5 out of 29 universities in the country. In addition, most of the female students

admitted under the affirmative action remain excluded from science and technology related courses (Joseph C. Oonyu, 2012).

At the primary level, the affirmative action policy implemented was Universalization of Primary Education. The universalization policy was implemented through Universal Primary Education (UPE). At its initial design, the UPE program had specific provisions to address gender and other inequities in primary education. For example, of the four children per family which were to benefit from UPE, at least two had to be female, if the family had female children. At the secondary level, Universal Secondary Education (USE) was also implemented as "pro-poor" program aimed at improving among others gender parity at the secondary level[19].

(ii) The Government White Paper (GWP-1992)

The Government White Paper (1992), form the basis for education policies in general and gender policies in particular. The main interests of the GWP (1992) are to promote nationality; moral, ethical and spiritual values; promote scientific, technical and cultural knowledge, skills and attitudes; eradicate literacy and equip individuals*(i.e. Boys , girls, irrespective of his/her gender, sex, race, geographical location religion affiliation)* with basic skills and knowledge.

(iii) National Gender Policy –NGP (1997).

This was the 1st National Gender Policy developed in Uganda. The policy provided a legal point of reference for addressing gender inequalities at all levels of government. It emphasized the mainstreaming of gender concerns in the national development; pointed out importance of equal participation of women and men in economic, political and social development.

(i) The Orphans and Vulnerable Children Policy (2004).

This policy provides a framework for the full development and realization of rights of orphans and other vulnerable children; street children, those that toil under exploitative conditions of labour, as well as those that suffer sexual abuse and other forms of discrimination It also states the situation of orphans and vulnerable children, the national and international framework, guiding principles for the implementation of the policy, and policy priorities the government of Uganda will focus on.

(ii) Uganda Gender Policy (UGP 2007).

The UGP provides a framework for identification, implementation and coordination of interventions designed to achieve gender equality in Uganda. It provides a framework for the development of sector-specific gender policies. The policy recognizes education as an essential human development indicator. In the Education and Sports Sector, it laid a foundation for the development of the Gender in Education Policy (2009).

(iii) The Child Labour Policy (2006)

This policy provided a framework to mobilize all actors to take action to eliminate child labour practices. It explains the socio economic context of child labour, the

[19] http://citation.allacademic.com/meta/p553382_index.html. Accessed on 9th April 2014.

nature, extend and magnitude, the causes, consequences and effects. It further outlines governmental response to the problem of child labour, and the institutional framework within the national child labour policy operates.

(iv) Gender in Education Policy (2009)

This policy provided a framework for planning and implementation gender responsive education program in the country (MikikoN.et al 2009). The overall objective of the Gender in Education Policy is to:

(a) Establish mechanisms to eliminate all gender disparities in education, training and sports in terms of: enrolment; performance; achievements; transition; retention; completion; and learning outcomes;
(b) Guide gender mainstreaming in; planning, resource allocation and budgeting at all levels; and,
(c) Remove negative socio-cultural practices and attitudes which inhibit girls' access to education; learning environments that are not conducive to girls; stereotyping in learning materials and teaching; and, drop out of girls due to pregnancy and early marriages.

3.5.1.1.1 Policy Objectives and Priorities

The national policy objectives on gender during the year under review were to:

(i) Achieve full and continuing participation of girls in education at all levels
(ii) Increase capacity to plan for the education and employment needs of girl children and women;
(iii) Increase access to information on programs that support women's Empowerment;
(iv) Increase women's visibility and participation in leadership and decision making;
(v) Improve women's access to education;
(vi) Establish mechanisms to eliminate all gender disparities in education; and,
(vii) Increase research capacity and access to information on education and vocational training opportunities for girls;

As a result, above policy objectives, the main priority area over the period under review was:

(i) The Girl Child and Education;
(ii) Integration of gender perspectives in education at all level and in all aspects(i.e. Planning, Policy formulation, decision making, and programing);
(iii) Delivery of gender responsive education policies, strategies and programs which are in line with the Gender Equality Action Plan;
(iv) Strengthening Gender mainstreaming capacity at all levels;
(v) Creating of a more enabling environment for gender mainstreaming;
(vi) Share knowledge on gender and Education;
(vii) Improve gender monitoring and management; and,
(viii) Promote a gender sensitive Teaching and learning environment.

3.5.1.1.2 Legal and Regulatory Framework

During the period under review, the legal and regulatory framework that underpinned gender initiatives included:

(a) East African Community Legal Framework on Gender and Education

At the sub-regional level, the East African Community Draft Bill on Rights (2009), Article 24 &25 provides for rights to Education and rights of women. Article 24sub-sections 4&5, states that,

> *……Women shall have the right to equal treatment with men and that right shall include equal opportunities in political, economic and social activities and Without prejudice to the clause on "affirmative action", women shall have the right to affirmative action for the purpose of redressing the imbalance created by history, tradition or custom……..*

(b) National Legislation and Legal Framework on Gender

At the national level, during the earlier years of Education for All (EFA) implementation, the Government of Uganda made a great strike in putting in place legal framework, which are basic requisite to effectively address and eliminate gender issues in education and hence achieving EFA goals comes 2015. This legal framework and legislations provide for equal treatments of men and women.

The Uganda 1995 Constitution as the supreme law in Uganda provides for:

(i) Equality between men and women (Article 21);
(ii) Affirmative action to address any imbalances (Article 28);
(iii) Equal opportunities for men and women to realize their full potential (Article 30 and 32);
(iv) Participation in decision making (Article 78 and 180),
(v) More equitable access to and control of productive resources (Article 26, 27); and ,
(vi) *The right to vote (Article 53).*

It also bands all customs and practices that negatively affect the status and welfare of women (33). A number of legislation enacted during the decade that further enhance the legal status of girls and women includes, the Electoral laws of 2001 and 2005, the Labour laws in (2006),laws on Disability (2006), and the Equal Opportunities Commission (EOC) (2006).

At the sector level, National Curriculum Development Centre Act (2000), the Education Bill (2008), and The BTVET Act (2008), provided legal framework for the sector during the period under review.

(c) National Curriculum Development Center Act (2000):

This Act, Pprovides for the curriculum that takes into account all levels and types of abilities/disabilities/special learning needs, and ensure that all the learning material, teaching methods are friendly to each individual learner and gender sensitive.

(d) The Education Bill (2008):

Part III Sub-section 4 of this bill states that "provision of education and training to a child shall be a joint responsibility of the State, the parent or guardian and other stakeholders and that Basic education shall be provided and enjoyed as a right by all persons"

3.5.1.1.3 INSTITUTIONAL FRAMEWORK AND COORDINATION MECHANISM

(a) Structures, and Roles of Key Actors

Institutional framework for Gender equality in Uganda is mainly constituted by the Parliament, of the Republic of Uganda, Ministry of Gender Labour and Social Development, Ministry of Finance Planning and Economic Development, Ministry of Education and Sports, Ministry of Local Governments, the District Local Governments/Authorities and schools/institutions (both public and private).

(b) Partnership for Gender: Assessment of institutional framework and Coordination Mechanism for Goal 5

Gender as described by PEAP (2003-2007), is a cross cutting issue. In that way, it requires the collaboration and partnership to effectively implement. Consequently, during the period under review, various government ministries with gender mainstreaming mandates continued to implement gender related programs either in isolation or in collaboration with other ministries, the DPs, NOGs, SBO, and CSOs in this area. As a result, many Development Partners at the international, National and the Local level contributed towards the elimination gender inequality in the education sector.

3.5.1.2 National Action Plan for Gender Mainstreaming

The implementation of EFA Goal 5 was underpinned by the Poverty Eradication Action Plan (PEAP-1&2);the National Action Plan on Women (NAPW-1999-2004) and the Revised National Action Plan on Women (2007-2010); National Strategy for girls Education in Uganda (2000), Education Investment Plan (ESIP, 1998-2003) and its successor Education and Sports Sector Strategic Plan (ESSP, 2004-2015), and the Strategic Plan for Universal Secondary Education in Uganda (2009-2018).

(a) Poverty Eradication Action Plan (PEAP-1&2)

As described by IMF (2005), the PEAP identified gender as a cross cutting issues and pointed out gender inequality as an impediment to poverty reduction and growth (MOFPED)[20]. As a result, it identifies priority actions to be taken to enhance gender equality. These priorities included among others the implementation of the revised National Gender Policy, and addressing gender and equity issues in planning and budgeting at all government levels.

[20] See IMF (2005), Country Report No. 05/308 at http://www.imf.org/external/pubs/ft/scr/2005/cr05308.pdf accessed on 12th April 2014.

(b) The National Action Plan on Women (NAPW-1999-2004) and the Revised National Action Plan on Women (2007-2010)

These plans identified 5 priority areas for implementation over it life span (1990 -2010) and one of which is the girl child and education. The plans not only emphasizes the education of the girl child, but also guides sectoral and district planning in the 5 priority areas for actions.

(c) National Strategy for Girl Education in Uganda (2000)

This strategy aims at eradicating all barriers that keep girls away from education (MoES, 2000a).The strategy identified issues that affect girls' education and the specific obstacles that must be overcome to fast-tracked girls' full and equal participation in education. As pointed out by Muhwezi, D.K (2003), the strategy guides all education stakeholders in the planning and implementation of gender related programs in the Education and Sports Sector.

(d) Education and Sports Sector Strategic Plan (ESSP, 2004-2015)

This plan provides an overall framework for the implementation, monitoring and regular reporting on EFA Goal 5 as well as the rest of EFA goals (MoES 2008). The ESSP in particular made gender equity an important principle across all education levels and gender as a cross cutting issue.

(e) Strategic Plan for Universal Secondary Education in Uganda (2009-2018)

This plan covered gender in its objective to increase and improve equitable access to quality secondary education. Among its interventions to increase equitable access, is to improve girl's participation, students with special learning needs and vulnerable students in secondary education.

3.5.2.1.1 Strategies Adopted

The issue of gender discrimination in education has been one of concerns of the Government of Uganda and all civil society stakeholders. The Government of Uganda (GoU) policy encourages equal opportunities in provision of services (education inclusive). This concerns resulted into the formulation of the National Action Plan on Women (NAPW-1999) and the National Gender Policy (NGP-1998) to help advocate gender equity at all levels and in all aspects of life Muhwezi D.K. (2003). A number of strategies have been developed and adopted to ensure that both boys and girls access quality education and are able to complete the primary and secondary cycle. These strategies include among others:

(a) Strategies for Increasing Gender Equality in Access to Education

During the period under review, the following strategies were implemented to increase gender equality in access to education:

(i) Lowering costs of Education to families;
(ii) Provision of School Infrastructure;

(iii) Support programs targeted at disadvantaged children and the youth;
(iv) Reducing social-cultural barriers to girls' school attendance in order to reduce gender disparity in primary education; and,
(v) Improving equity in the participation of girls, students with Disability and needy students.

(b) Strategies for enhancing equality in education learning process

As described by USAID (2008), Equality in the learning process means that girls and boys receive unbiased treatment and are attended to equally and given equal opportunities to learn. To improve equality in learning process the GoU implemented a number of initiatives during the decade. These strategies include:

(f) curriculum Review;
(i) integration on gender in instructional materials;
(ii) Encouraging Gender Responsive Schools;
(iii) Provision Gender responsive Infrastructure; and,
(iv) Capacity Development.

(c) Strategies for enhancing Gender Equality in Education Learning Outcomes

Equality of educational outcomes means that both girls and boys are subjected to equal opportunities to achieve learning outcomes/results and are based on their individual talents and efforts. During the period under review, the Government continued to encourage gender equality in learning outcomes. Strategies adopted to enhance equality included;

(i) Strengthening Assessment methodologies
(ii) Strengthening School Inspection and Supervision framework
(iii) Monitoring and Evaluation

(d) Strategies for enhancing gender equality in Results

Equality of external results occurs when the status of men and women, their access to goods and resources, and their ability to contribute to, participate in, and benefit from economic, social, cultural, and political activities are equal (USAID,2008). To enhance gender equality of external results, the government over the decade continues to implement various strategies which include:

(i) Enforcement of the Uganda labor laws to ensure equal opportunity and pay equity for both men and women;
(ii) Conducting social campaigns aimed at increasing women's and girls' status and value in the society;
(iii) Promotion of legal mechanisms that ensure women and girls have equal protections and rights with regards to domestic law; property ownership, political participation and leadership, equal access to education and financial sector;
(iv) Promotion of social and financial facilities that encourage economic growth, reduce poverty, improve families' health and relax the burden on women and girls;
(v) Development of programs to remove barriers to women's participation in all sectors, including targeted recruitment, training, and support initiatives for women.

3.5.2.1.2 Flagship Programs

In order achieve gender parity and equality at all levels of education, the government, since 2000 continue to implement a number of gender sensitive education programs. These programs include; Universal Primary Education (UPE), Universal Post Primary Education and Training (UPPET) of which Universal Secondary Education (USE) is a component. Section II of this report has covered detail on these programs. In this section, area of analysis will focus mainly on how gender issues are tackled during the implementation of the programs.

Since 1997, government's highest education priority was to ensure that all primary school going age children enroll in primary school. The program tries to address gender concerns in primary education. It sets specific outputs targets for all it component with in favor of gender issues. At its inception, the program had specific provision for gender and other inequalities. For example, of the four children per family that were to benefit from UPE, at least two had to be girls if the family had [21].As part of the UPE programme, school buildings and facilities have been provided by government through a School Facilities Grant (SFG).The grant included funds for compulsory provision of separate latrines with doors, for girls and boys. The grant prioritizes poorest schools and rewards schools with 48% or more girls' enrollment.

The challenge with UPE program in relation to the girl child education is that it has not attracted all children to school. This implies that the girl child for instance, continued to be held back at home for various reasons. Research shows that despite the good intention of the UPE program, decisions continued to be taken that denies about 13.1% of girls of school going age from getting access to primary school education. Additionally, the program does not in any way seems to challenge the social construction of gender in society that tends to disadvantage girls by allocating them endless reproductive work, among other gender inequalities that specifically keep girls from enrolling in school[22]

With reference to USE, since 2007, the government's attention shifted to the provision of USE as a way consolidates the gains already made under UPE. Not like the UPE program that prioritized the girl child education right from its inception, the USE program does not specifically favor the girl specifically. Additionally, the Universal Secondary education (USE) programme is not sponsoring all pupils who have completed primary schooling. It is restricted pupils who scored 4- 28 aggregates in the

[21] Policy Brief 10:Inter-Regional Inequality Facility- Sharing Ideas and Policies Across Africa, Asia and Latin America (2006)

22 Gender and Education in Uganda, A Case Study for EFA Monitoring Report, 2003 Prepared by Dr. Deborah Kasente Makerere University

Primary Leaving Examinations (PLE). This implies that girls who qualify to joint school but are covered by USE are left out.

3.5.2.1.3 Financing of Goal 5 Activities

Although there is national Gender Policy and strategic plan, there is no financing framework specific for Goal 5 activities during the decade. The GoU has on many occasions directed Ministries, Government Departments and Agencies (MDAs) to include gender during its budget cycle. Unfortunately, this was not achieved during the period under review. Consequently, there was no budget specifically allocated to facilitate the implementation of activities of the gender mainstreaming, and gender remains off budget. The Ministries continued to finance only those gender –based – activities that falls within their mandates. The gender unit was established in 2010 but this unit was not financed by the core MoES budget and received no funds from mainstream budget for various activities.

Financing of gender-based activities in Education have therefore, mainly been supported by off budget funding in which the Education Development Partners fund specific activities. The funding agencies include among others; UNICEF, World Bank, African Development Bank, FAWE, IRISH AID among others.

3.5.3 PROGRESS AND ACHIEVEMENTS

3.5.3.1 MAIN INTERVENTIONS UNDERTAKEN

(i) Continued implementation of UPE and USE

The implementation of the UPE program since 1997, and USE since 2007 has significantly contributed to the elimination of gender inequity in access to basic education.

(ii) Strengthening of Policy Framework to ensure gender equity and equality in education.

The main initiatives undertaken to strengthen policy framework include:-

(i) Launch of the Affirmative Action for Admission Policy at all levels of education system (1990);
(ii) Adoption and implementation of the Orphans and Vulnerable Children Policy (2004);
(iii) Formulation of Child Labour Policy (2006;
(iv) Adoption of Basic Education Policy for Disadvantaged Children (2006);
(v) Revision of National Gender Policy (NGP) in 2007 and the formulation and implementation of Uganda Gender Policy (UGP 2007);and,
(vi) Development of Gender in Education Policy (2009).

(iii) National Advocacy campaign on education in general and on girls-child education in particular.

These include among others:-

(i) "Go-to-School, Back-to-School, and Stay- in- School (GBS)"campaign;
(ii) Continued implementation of Girls Education Movement (GEM) campaign;
(iii) Launched of United Nation Girls Education Initiative (2004)
(iv) Child-Friendly Education and Learning Program (2001-2005).

(iv) Enhancing Gender Sensitive Teaching and Learning Environment.

This has been achieved through:

(i) The implementation Equity in the Classroom (EIC) program;
(ii) Establishment of more Gender Responsive Schools;
(iii) Promotion of Girl-friendly/Child-Friendly Schools; and,
(iv) Provision of gender sensitive infrastructures.

(v) Provision of scholarships and bursaries to the bright and needy especially girls;
(vi) Strengthening counseling and guidance for girls in primary and secondary schools;
(vii) Curriculum Review to engender it and the attendant instructional materials particularly textbooks and other co-curricular materials; Introduction of Child-Centered Teaching Methodology and encouraging gender responsive pedagogy;
(viii) Establishment of a gender desk at MoES headquarters to co-ordinate gender initiatives in the sector; and,
(ix) Adopting HIV and AIDS strategy for communication to the Youth, popularly known a Presidential Initiative on AIDS Strategy to Communication to Youth (PIASY; 2002).

3.5.3.2 GOAL 5 MAIN ACHIEVEMENT AND OUTCOMES

(a) Expansion of primary school enrolment leading to Gender Parity.

The introduction of UPE led to a substantial increase in the enrolment of children from poor households which was particularly beneficial for girls who saw a substantial improvement in enrolment relative to boys, thereby, eliminating the gender gap in primary enrolment that had persisted for long. Gender Parity was achieved in 2009. Similarly, the UPE program is responsible for the increase in girls' enrolment by 24.4% from 3,372,881(2001) to 4,195,400 (2010).

(b) Improvement in Gender Parity Index at primary level (based on enrolment, NER and GER)

Gender Parity Index based on enrolment improved from 0.96 in 2001to 0.99 in 2006 and 2007 respectively, before reaching 1.00 in 2008. This has been maintained up to the end of the decade under review. While Gender Parity index based on NER improved from 0.99 in 2001 to 1.01 in 2010. The GPI based on GER also improved from 0.96 in 2001 to 0.99 in 2010.

(a) Improved GPI in Net Intake Rate to Primary One

The GPI in NIR improved from 1.04 in 2001 to 1.07 in 2002 and then declined to 0.99 in 2008 which later improved to 1.00 in 2010.

(b) Increased Participation of children from marginalized areas of the country in primary education improved.

For instance, the enrolment in primary schools in Karamoja sub-region increased from 110,739 (i.e. boys 54,926; girls 55,813) in 2006 to 137,362 (i.e. boys 76,158; girls 61,204) in 2010. In secondary schools, enrolment increased from 6,037 (i.e. boys 3,820; girls 2,217) in 2006 to 10,347(i.e. boys6, 330; girls4, 017) in 2010.

(c) Gender Parity Index for Transition Rate from Primary to Secondary

The GPI based on the Transition Rates from primary school to secondary school improved between the years 2000, 2001 and 2002 with GPI of 1.01, 1.03 and 1.04 respectively. However, this trend started declining from 1.02 in 2006 to 0.94 in 2010.

(d) Gender Parity Index in Survival Rate to Primary five.

The GPI in Survival Rate to grade five had a mixed trend in (2000 to 2003). In 2001, more boys than girls survived to Grade five. This trend reverses in favor of girls in 2004 with (1.02). This has been maintained up to 2010 at (1.02).

(e) Enrolment of girls in secondary education increase during the decade from 237,972 (2001) to 570,721 (2010).
(f) The P7 completion rate for girls in primary education improved from 41% (2002) to 51% in (2010).

The number of female teachers increased by 53.5% from 45,947 in 2001 to 70,524 in 2010.

3.5.3.3 CONSTRAINTS/ CHALLENGES

(a) ***Low primary education Completion Rate for girls***:
High drop-out rate coupled with repetition have led to low retention of girls in schools resulting into low school completion rate for girls.

(b) Persistence of Socio-cultural barriers to girls education:-

(i) Gender-based discrimination which is still prevalent among the rural poor. Some of the rural communities are reluctant to send their children to school *(particularly girls),* since they are urgently required to provide labour food production and care for younger siblings;

(ii) Early marriages and teenage pregnancy. According to (UDHS 2011); 24 percent of teenagers have begun childbearing between the ages of 15-19 years. Although findings show that the proportion of teenagers who have started childbearing has declined over time, from 31% in 2000 to 25% in 006 and currently to 24% in 2010;

(iii) Poverty that predisposes children to child labour. Some children (*particularly girls*) are sent by their parents to work as domestic helpers (particularly in urban centers) in order to earn money for the rural poor families;

(iv) Unsafe school environments that continue to threaten the security as well as the reproductive and sexual health, and rights of some learners and female teachers;

(v) Child labour. Despite the existence of policies and laws, child labour still exists in Uganda. Child labour does not only take advantage of children and subject then to dangerous working conditions but also deny them a chance to education (UBOS and ORC Macro 2001);

(vi) Child abuses and Defilement. Over the period under review, trends in defilement cases remained high. UBOS and Macro International Inc. (2012) indicates that in absolute figure, the number of girls defiled was 12,230 (2007) it reduced to 8,635 (2008), in 2009 it reduced further to 7,360 before it increased to 7,564 (2010);and,

(vii) Out-of-school children.UNESCO (2010) reports that Uganda is among countries in Sub-Saharan Africa with more over 800,000 children out-of-school. Recent trends in the number of out-of-school children, Girls constitute the largest proportion (UBOS, 2010) and lag behind boys in performance on national examinations.

3.5.4 Implementation Gaps

(i) Institutional gaps

GoU's affirmative action measures and the establishment of the Gender Unit in all line ministries and local governments is highly praiseworthy. But institutional gaps for gender mainstreaming in education remains and these relates to:

(i) Insufficient technical and financial resources of the gender unit to execute its mandate. This Unit was not financed by the core MoES budget and receives no funding from mainstream budget for its various activities. With inadequate human and financial resources, the Gender Unit was not in a position to provide high quality technical support to gender mainstreaming throughout the entire MoES Directorates and Departments as was required;
(ii) limited gender capacities in both Central and Local Governments;
(iii) Lack of capacity building in both the central and local governments. The function of gender to individuals were assigned without training; and,
(iv) Absence of statutory requirements to ensure gender compliance all of which result into inadequate translation of gender responsiveness into gender sensitive development practice.

(ii) Insensitivity of some Plans , Policies, Programs guidelines

The requirements to mainstream gender were not integrated formally in tools and guidelines that guide programs' implementation safe for UPE policy guidelines. The indication seems to be clear that the gender question in the education and sports was not arrived at from a systematic gender analysis of the status of education in Uganda. Therefore, there was no focus on gender in the policy position, no identification of gender specific needs of boys and girls in schools, no focus on gender in school management or in the roles of various stakeholders.

All these entry points remained inadequate during the period under review in addressing gender as there seemed to have been, no explicit justification for a focus on girls' education initially. For instance, the revised ESSP 2007-15, provides sex disaggregated data on UPE programme but was quite gender data on USE program.

The plan does not also indicate the gender related opportunities or challenges related to USE but only indicates in a gender neutral manner that significant resources are needed especially due to increased enrollment. The National Physical Education and Sports Policy 2004 is also a gender blind document in which all activities are male centered and the language used is gender neutral.

(iii) Inadequate Right-Based discourse to Goal 5 Implementation

In order to consider holistic progress towards EFA Goal 5, both quantitative and qualitative indicators need to be made, to identify the nature of progress so far made towards the right to education (access and participation), rights within education (*i.e. gender sensitive education environments process and outcomes*) and rights through education. The challenge with these indicators however, is that they constitute mostly one aspect of equality in relation to education (*i.e. rights to education). They are qualitative measurements which* do not satisfactorily conform to the holistic definition of equality in relation to education (i.e. rights to education, within and through education). Based on the above description therefore, measuring progress towards gender equality in relation to education in Uganda is most likely not to be holistic in terms of rights to, within and through education. Most of the indicators used are for rights to education (access and participation).

(iv) Policy and Strategy Gaps :

The Uganda policy on Gender equality and women empowerment is not widely understood within ministries, government departments and agencies, except for those working specifically on gender matters. There is better clarity on specific dimensions of gender inequality, such as gender-based violence, sexual harassment, girls' access to education, etc. but little overall understanding of the deep rooted and widespread nature of gender inequality in education and its implications for development and what needs to be done to eliminate it (MoES, 2013f).

3.6: GOAL 6: Improve the Quality of Education: "Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measureable learning outcomes are achieved by all, especially in literacy, numeracy and the essential life skills"

Uganda is a signatory to the UN Convention on the rights of children. Chapter 4 (i.e. *Protection & promotion of fundamental and other human rights and freedom, Sub-section 30)*, of Constitution of the Republic of Uganda (1995) has enshrined this position *(.....all persons has a right to quality education.....).*

Experts generally agree that quality of education is characterized by its effectiveness and efficiency in the use of the available resources in meeting nationally and locally agreed goals that are relevant to the needs, rights, and expectations of the learners, community and the society at large.

During the last decade, Uganda's overall strategy for quality enhancement has mainly revolved around manipulating three broad areas known to have significant impact on quality of education. These include teaching and learning processes, learning environment; and provision of key inputs. Uganda strongly believes that once these factors are optimumily addressed, the desired quality of education will be attained.

3.6.1 National Policy and Institutional Framework for quality in Basic Education

3.6.1.1 Overview of Policy Framework for Quality in Education

The quality of an education system is viewed on the competencies of its benefactors in: (a) appreciating the of laws of nature and the environment one lives in; (b) creating capacities of its products to generate and apply knowledge for production; (c) creating patterns of work by its population; and (d) creating interrelations within and without its boundaries.

In Uganda, Government endorsed the national goals and objectives of education, as "creating national wealth". In line with this focus, education is geared towards promoting scientific, technical and cultural knowledge; skills and attitudes required for development and be able to contribute to the building of an integrated, self-sustaining and independent national economy.

Tied to the above requirement, the quest for quality education has been well laid out in the national development agenda. That's to say:

Poverty Eradication Action Plan (PEAP 2003); provides a framework for the development of detailed sector plans and investment programmes, districts plans and the general budget process, with eradicating poverty through more investment in education being one of its priority areas. It clearly emphasizes the need to Improve teacher quality through the Primary Teacher Training Colleges (PTCs) and through the Teacher Development and Management System (TDMS); Increasing the relevance of the curriculum by including aspects of education related to sustainable development; and (resources permitting) recruitment and retention of high quality teachers by putting in place attractive terms and conditions of service for teachers, among others.

National Development Plan (NDP) 2010/11-2014/15; whose theme is "Strengthening Competitiveness for Sustainable Wealth Creation, Employment and Inclusive growth". Aspects of the long term plan for quality enhancement include the entire review of education curriculum to align it with the global and national socio-economic needs; and building a modern world class education system comparable in middle income economies. Government pledges to better lives of Ugandans through focusing on improving the quality of educational services.

Education Sector Strategic Plan (2004 - 2015) (ESSP revised 2007 – 2015); emphasizes the need by government to provide quality basic education as a fundamental right. ESSP focuses on three thematic areas:.

a) Learners in primary schools not receiving adequate literacy, numeracy and basic life skills, while;
b) Learners in secondary schools lacking the skills and knowledge required to either join the work force or to pursue tertiary education, and;
c) The tertiary education not accessible to students from disadvantaged backgrounds.

3.6.1.1.1 Policy Objectives and Priorities

Based on the policy framework above, objectives of the Ministry of Education and Sports in the decade under assessment established the basis for:

(i) Ensuring the expansion of access to equitable and quality basic education for all children;
(ii) Improving the quality of education by ensuring achievement of literacy, numeracy and life skills;
(iii) Ensuring equal access to quality education by gender, district and children with learning disabilities ; and by,
(iv) Building capacity of districts education managers for enhanced planning, implementation, monitoring and accountability roles.

By setting priorities that involved:

(i) Improving the quality of education at all levels;
(ii) Enforcing compliance, transparency and accountability in the delivery of education and sports services; and,
(iii) Enhancing school inspection and support supervision in all schools.

3.6.1.1.2 Legal and Regulatory Framework

The constitution of the Republic of Uganda (1995) (i.e which is the supreme law of the land), gave leverage to all legal reforms both at Sectoral and sub-sectoral levels. The constitution states (Chapter 4: Sub-section 30) that "all persons have a right to Quality Education". It stipulates that "education is a fundamental right to all citizens and its provision is an obligation of the State irrespective of the person's age. It also provides for affirmative action for the disadvantaged (of which education is inclusive). Additionally, Uganda is also a signatory to a number of International Commitments, specifically the Dakar Framework (2000).

In line with the above Uganda in the period under review enacted the following laws in support of quality education:

a) **The Penal Code (Amendment) Act 8;** this Act abolishes corporal punishment and outlaws defilement including strong measures against defilement. Children should be able to study in a child friendly environment free from all kinds of violence especially within the school setting, for better access to quality education.

b) **The Children Act Cap 59 (2008);** defines the rights of children and requires all duty bearers, parents, community members and teachers to ensure that children under care are safe and protected. The Act recognizes that in order for children to enjoy a free and child friendly education all stakeholders must fulfill their obligations by emphasizing community participation in school governance. In a school setting, teachers therefore have the responsibility to prevent any form of violence against children.

c) **The Local Government Act CAP 243;** describes the powers; responsibilities of different structures and actors in the LG set up states that District Education Department which is the technical arm of the Local Government (LG), is directly responsible for all education issues. The overall responsibility for practical running and management of primary and post-primary education is vested with the District

education Officers and District Inspectors of Schools (DISs) under the supervision of the Chief Administrative Officers (CAOs) and the District Councils.

d) **The Education Act 2008;** streamlines the existing law relating to the development and regulation of education and training in Uganda. The Act stipulates that "the provision of education and training for a child shall be the joint responsibility of the state, parent or guardian and other stakeholders, the basic education shall be provided and enjoyed as a right by all persons."

e) **Teacher's professional Code of Conduct***;* regulates the teaching profession and clearly states the chief responsibility of the teacher towards the child/learner under the teacher's care. It states that the teacher shall guide each child/learner where necessary in and out of school in order to develop the child/learner in body, mind, soul, character and personality. |It further brings out other key quality responsibilities which includes; teacher preparation, assessment and evaluation of effective teaching and learning process.

f) **Frame work for School Inspection;** gives a broad guideline on how to carry out inspection activities. It focuses on the inspection system of Uganda, the purpose of inspection, the role of inspection, professional conduct of the inspectors, types and the processes of school inspection.

g) **Teacher's Professionalism and Competencies;** focuses on the roles of the teacher as professional, desirable traits of teacher professionalism and general teacher professional competencies and skills.

h) **District Education Ordinances(2008);** provide a local legal framework to ensure that parents and communities support the education of their children by providing basic schooling needs, contributing to school improvement activities, promoting school attendance of their children throughout the school cycle, providing safety and security of learners to check on cases of child abuse, defilement, early marriages and teenage pregnancies, drug/alcohol abuse.

3.6.1.1.3 INSTITUTIONAL FRAMEWORK AND COORDINATION

(a) Structures, and Roles of Key Actors

Based on the policy and legal framework (reflected in 2.1.1 and 2.1.3 above), the Institutional Framework for education quality in Uganda is constituted by:

(i) Parliament (whose role and responsibilities is to enact necessary laws and statutes);

(ii) Ministry of Education and Sports: it is responsible for policy formulation and development, development and enforcement Service Delivery Standards, Monitoring and Support Supervision. It is specifically responsible for: training and development of teachers; providing instructional materials in the form of textbooks and teachers' guides; Providing curriculum, monitoring and assessment standards; contributing to the construction of basic school facilities (e.g. classrooms, libraries); supervising, and monitoring and evaluating the implementation of learning institutions in Uganda. Quality enhancing bodies under the Ministry of Education and Sports include: Directorate of Education Standards, Directorate of Education Standards (DES), National Curriculum Development Centre (NCDC), Uganda Vocational Qualifications Framework

(UVQF), Uganda National Examination Board (UNEB), Uganda Business and Technical Examinations Board (UBTEB 2006), Uganda Allied Health Examination Board (UAHEB), and the Uganda Nurses and Midwives Examinations Board (UNMEB 2005).

(iii) Line Ministries including Ministry of Local Government, Ministry of Public Service, Ministry of Finance, Planning and Economic Development, Ministry of Gender, Labour and Social Development.

(iv) Parents and the community(*The School Management Committees, Board of Governors*), manage schools on behalf of government by approving budgets and generating new funding sources; developing and maintaining schools infrastructure; enduring the discipline of both learners and staff in schools; and, resolving school level conflicts.

Civil Societies, Non-governmental Organizations and Faith based organizations play advocacy roles. Non-Governmental organizations in particular mainly concentrate on providing services to different communities in the education sector, while civil societies play leading roles in community mobilization and capacity building for better education services.

(b) Partnerships involved in quality education enhancement: Assessment of institutional framework and Coordination Mechanism for quality education in Uganda

The quest for quality education in Uganda has largely been leveraged on a well-developed network of partners and education developers both local and international. The local partners mainly involve the public line ministries and local education group Forum for Education NGO's (FENU). (Mainly lobbying for and external monitoring of the quality education agenda), and education development partners.

Over the last decade, the network of education partners has steadily grown and this commitment has without doubt contributed towards the enhancement of quality education in Uganda. This wide range of partners has included the following: Irish Aid, the United States Agency for International Development (USAID), United Nations High Commissioner for Refugees (UNHCR), International Labor Organization (ILO), Embassy of the Kingdom of the Netherlands (EKN), The United Nations Children's Fund (UNICEF), Japan International Cooperation Agency (JICA), World Bank, African Development Bank (AfDB) involved in offering support to quality education in karamoja, promoting safe learning environments, offering support to implementation of thematic curriculum, strengthening TDMS, construction of classrooms, teacher's houses, and labarorotries, provision of furniture, and promoting community involvement and participation in educational activities among others.

3.6.2 NATIONAL ACTION PLAN FOR QUALITY EDUCATION

The implementation of quality education initiatives during the decade was guided by two strategic plans, namely; (i) Education Sector Investment plan (ESIP) 1998-2003 and (ii) Education sector strategic plan (ESSP) 2004-2015, and revised ESSP 2007-2015.

Although the Education Sector Investment plan (ESIP) 1998-2003 prioritized universal access to primary education *(by removing all financial impediments to access associated with gender and region)*, it emphasized the need by government to provide quality basic education as a fundamental right.

The development of the Education Sector Strategic plan leveraged on the challenges of ESIP, key among which included its unclear pronouncement on quality issues, making monitoring and evaluation a big challenge. ESSP thus focused on three thematic areas:-

a) Learners in primary schools not receiving adequate literacy, numeracy and basic life skills, while;
b) Learners in secondary schools lacking the skills and knowledge required to either join the work force or to pursue tertiary education, and;
c) The tertiary education not accessible to students from disadvantaged backgrounds.

In 2007 the Education Strategic Plan was revised with the aim of bringing the Education Strategic plan into full conformance with EFA goals. This therefore involved prioritizing access, equity, quality, relevance and efficiency within the education sector. The development of the strategic plans was based on the Government White Paper on education (GWPE 1992).

3.6.2.1 STRATEGIES

In the period under review, key strategies adopted to harness quality included:

(ix) Teacher training and development: through in-service training to enhance teacher competencies in pedagogical and leadership skills.
(x) Pupil/Learner Assessment using formative and summative evaluation (*this included use of classroom evaluation of learners by teachers, National mid and end of cycle assessments*).
(xi) Continuous support Supervision of teachers during lessons, and out of class by the existing teacher systems.
(xii) Advocacy targeting mainly HIV/AIDS education, and affirmative action, among others.
(xiii) Developing pupil/learner competencies in literacy and numeracy as a spring board for lifelong learning and life skills.
(xiv) Continuous school Inspection by the existing inspection systems available.
(xv) Improving the teaching and learning environment through the safe school initiatives;
(xvi) Enhancing the reading culture among pupils/learner

3.6.3 PROGRESS AND MAIN ACHIEVEMENT

3.6.3.1 INTERVENTIONS IMPLEMENTED AND PROGRESS OF IMPLEMENTATION

Interventions undertaken to achieve EFA 6 during the decade Include:

(a) Curricula review

(i) Primary education: The lower primary school curriculum review was completed in 2000, resulting into the introduction of the thematic curriculum. The new thematic curriculum focused on broad areas that include the development of literacy, numeracy and life skills at lower primary, the use of themes for teaching and learning, and the use of languages in which the learners are already proficient.

The thematic curriculum was launched in 2007 and put emphasis on the use of local language as a medium of instruction in lower primary (*i.e. P1 –P3).* Under the thematic curriculum, English is taught as a subject in lower primary (P3). Primary 4 is the transition class, were subjects are introduced and English takes over as a medium of instruction where subjects *(i.e. Mathematics, Integrated Science, Social Studies, Local language,)* are introduced and English takes over as medium of instruction.

(ii) Lower secondary curriculum reform: The reform of the secondary curriculum which started in 2007 (and whose main objective is to enhance quality of lower secondary education) kicked-off with the reduction of subjects menu from 42 to 18 and subsequently to 14. This was intended to reduce a plethora of subjects at lower secondary level which was not only over burdening on teachers in terms of workload but was also distorting their deployment. This was followed by a redefinition of new learning areas of which the new curriculum will focus on.

(iii) Primary Teachers' Training Curriculum Review: A Certificate in Teacher Education Proficiency (C-TEP) was introduced with the aim of re-equipping Principals, Deputy Principals and tutors in the 45 Public Primary Teacher Colleges (PTCs) with the appropriate skills, particularly educational methodologies and classroom practices as part of the overall goal to improve the quality of training offered at both pre-service and in-service training of teachers.

(b) In the area of policy, a lot of policies were developed to enhance the quality of education in the country over the period under review. These include:

(i) Physical Education and Sports Policy (2004): studies conducted prior indicated that Physical Education (PE) "P.E plays a crucial role of keeping the body healthy and fit, as well as contributing to a balanced emotional development." Thus PE was made a compulsory subject and is part and parcel of the primary school timetable. The policy a legal basis for inclusion of physical education and sports under the Strategic Framework for Development, which is part of the government's National Development Agenda included in Uganda Vision 2025.

(ii) Automatic promotion policy (2005): emphasizes the need to address barriers to the teaching and learning processes, so as to promote the learning potential for all children to progress through the primary school cycle.

(iii) The Language policy (2006): the policy makes it mandatory to use local languages at lower primary (Grade 1-3). It aims at improving learning and attaining literacy while improving the capacity of learners to learn a foreign language.

(iv) **The science education policy (2006):** the policy aims at developing a mass of learners with scientific knowledge, for social and economic development. The policy declared mathematics and sciences compulsory subjects at O' level, in addition to the traditional core subjects forthwith. To augment the policy to improve science literacy, government: gave preferential treatment to the relatively disadvantaged resource-deficient secondary schools in the allocation of the necessary educational inputs (Physical infrastructure including laboratory and library facilities, textbooks, science kits, other accessories); Skewed the recruitment of teachers towards science so as to ensure that each school has an adequate number of science teachers; and Provided capacity building to enhance the quality of teaching and learning of Science and Mathematics through In-service Education Training (INSET) for secondary Science and Mathematics teachers.

(v) **Placing Books in the Hand of the Pupil's policy (2007):** To foster utilisation of instructional materials, government introduced the policy dubbed "Putting Books in the Hands of Children" The move was geared towards enhancing the utilization of the available instructional materials, improving the reading culture among pupils, and also to develop pupils' inquisitive faculties of the brain in search for knowledge. Head teachers and teachers are required to encourage pupils to borrow books from the school libraries for personal reading at their homes.

(c) Establishment of safe School learning environment

Enhancement of quality in any school system is not only hinged on the quality teaching and learning process, but is also a derivative of the social and psychological environment in which it operates. In this vain, government designed and implemented safe learning school initiatives. These include: (a) Safe School Initiatives (b) Community Mobilization (c) Promotion of School Talking Environment (d) Encouragement of co-curricular activities.

(d) Teacher Training and development

Government prioritized the teacher training outreach services in PTCs, which are provided under the Teachers Development and Management System (TDMS). The teacher outreach services provide guidance and monitoring of primary schools. Under the PTCs network, 23 Core PTCs have been selected. Under each Core PTC, 15-25 Coordinating Centers have been established under each Core PTC, and these CCs are manned by Coordinating Center Tutors (CCTs) and provided with resource centers and tutor housing. Each CCT is in charge of around 20-30 outreach schools, which they periodically visit in order to provide education guidance and support supervision.

A number of refresher courses were conducted to enhance teachers' competencies in a pedagogical leadership skills, implementation of thematic curriculum, implementation of safe school initiatives and implementation of ECD learning framework.

The minimum entry requirement into PTCs was also raised to at least O-Level certificate, with principal pass six (6) in Mathematics, English, and at least two sciences subjects. The training consists of two years of training in content and pedagogy, with three school practice periods of eight weeks each.

(e) Procurement and distribution of instructional materials

Throughout the decade, government urged all schools to commit 35% of UPE capitation grant to purchase supplementary instructional materials by schools. These teaching and learning materials would then be prepared and printed by local publishers, although the Ministry of Education & sports has the mandate of selecting appropriate textbooks. The coordination of instructional materials provision is undertaken by the Instructional Management Unit (IMU). In addition, capacity building and training was carried out for teachers on development and utilization of locally available materials to enhance the teaching and learning.

(f) Adoption of learner centered approaches

Government identified different learning needs for the following category of children: those in rural areas; children with disabilities and those that leave in the hard to reach, hard to stay areas. Strategies to cater for the different learning needs mainly focus on enhancing school readiness by ensuring that all the essential educational inputs are in place and recognizing the need to diversify and offer flexible learning opportunities so as to increase provision of formal and non- formal education. Thus Government procured and distributed instructional materials like braille paper, computers, noise making balls for physical education and sports to improve on the quality of education that they are receiving. In addition, also improved on the school infrastructure by including rumps on all the new classroom blocks especially those built under the School facilities program. Other facilities constructed included sanitary facilities like washrooms for girls in the schools to improve on the retention of girls in schools by providing a friendly school environment.

(g) Teacher recruitment and retention

(i) In 2001, the government designed a "hard-to-reach" incentive scheme for the education sector in order to attract and retain teachers to meet the established staff ceilings thereby promoting quality education and create a positive impact on the implementation provision of education. They targeted primary school teachers focusing on areas with harsh persistent conditions such as; poor and unreliable networks; difficult terrain nomadic lifestyles, isolated islands, poor provision and lack of social amenities, hostile communities, insecurity , lack of housing and inadequate water supply. The incentive was in form of an allowance which was computed as a 20% increment of the salary of a grade III primary teacher's salary and this money is released to the beneficiary districts on a quarterly basis.

(ii) In 2006, as part of the Pay Policy for the Public Service and Government Bodies, government approved payment of 30% increment of basic monthly salary as "hardship allowance" for areas designated as "hard-to-reach". The main objectives of the framework were to: - improve the financial incentives provided to the teachers working in hard- to-reach areas; improve training and improve the living conditions of Public officers serving in hard to reach areas.

(iii) A scheme of service was introduced in 2008 as a motivation tool to raise the morale and professionalism of teachers. It comprised of promoting classroom teachers from one rank to another. However, it was only implemented at the primary level.

(g) Establishment of new examination board

New assessment bodies to conduct specialized assessment of training institutions. These include: Uganda Business & Technical Examinations Board (UBTEB), for Business and Technical Education; Uganda Allied Health Examination Board (UAHEB) for Para medical Training Institutions; Uganda Nurses and Midwives examination Board (UNMEB) for Nurses and Midwifery institutions.

(h) Quality Assurance

Institutional strengthening of Quality Assurance function through realignment of mandates of existing quality assurance bodies including creation of new ones was undertaken. As a result, the current institutional arrangements for quality assurance in basic education include Directorate of Education Standards (DES), National Curriculum Development Centre (NCDC), Uganda National Examination Board (UNEB) and Directorate of Industrial Training (DIT).

(i) Quality Initiatives for Primary Education

A Quality Enhancement Initiative (QEI) was launched in 2008, geared towards improving quality of primary education in the country. This initiative was anchored around 4 pillars in primary education that include Teacher Pillar, Pupil Pillar, Management Pillar, and the Community participation. It was implemented in 12 poor performing districts in terms of quality.

(j) Enactment of Education Ordinances by District Local Governments

Between 2008 & 2012, more than half of District Local Governments and authorities in the country enacted District Education Ordinances to stem the declining quality of education and to ensure increased participation of parents and the community in supporting the education of their children. These ordinances are supposed to be applied on noncompliance or communities.

(k) Introduction of Basic Minimum Standards(BRMS)

At the beginning of the decade, Basic Requirements and Minimum Standards were introduced to ensure that every educational institution in the country adhered to minimum condition for quality education. In 2009, these BRMS were comprehensively revised encompass all critical issues of quality and cover all levels of education. In addition, these BRMS contained the profile of the required cadre of teachers to ensure quality as well as a guide to effective school inspection.

3.6.3.2 GOAL 6 MAIN ACHIEVEMENTS

The combined impact of all interventions undertaken to enhance quality was the following achievement:

(a) Improvement of quality indicator as follows

(i) The Pupil Teacher Ratios (PTRs) improved from 58:1 in (2001) to 49:1 (2010) for all schools and from 65:1 (2001) to 57:1 (2010) for Government schools.

(ii) The number of pupils with adequate sitting and writing space increased from 3,200,985 (2002) to 5,616,352 (2010) representing an improvement of 75%.

(iii) The Pupil Classroom Ration (PCR) improved from 98:1 in 2001 to 58 :1 in 2010;

(iv) Number of qualified teachers increased by 29 % from 89,792(*53,556 Male; 36,236 Female*) in Grade III in 2003 to 115,535 (*67,053 Male; 48,482 Female*) in 2010.

(v) Student Classroom Ratio improved from 46:1 in 2001 to 45:1 in 2010;

(b) Improvement in main school outcomes as follows:

(i) The percentage of pupils reaching defined levels of competency in literacy in primary 3 improved from 34% in 2003 to 46% at the end of the decade;

(ii) The percentage of P.6 pupils attaining defined levels of competency in literacy was improved from 20% in 2003, to 50% at the end of the decade;

(iii) The primary completion rates improved from 62.9% (71.1% boys; 54.9% girls) in 2000 to 67% (68% boys; 66% girls) in 2012.

(iv) PLE performance has witnessed an upward trend from 78.8% (i.e. 88.8% male; 65.9% female) in 2001 to 88.0 %(89.8% male; 86.2% female) in 2010.

(v) The proportion of students offering sciences improved from 50% in 2001 to 75% in 2010

(vi) The completion rate for S4 steadily increased from 22.0% (25.0% boys; 9.0% girls) in 2002 to 39.0% (45.0% boys; 32.0% girls) in 2010. However, the disparity between boys and girls increased from 6 points in 2002 to 13 points in 2010.

(vii) UCE pass rates improved from 88.5% to 93.5% in 2010.

3.6.4.3 CONSTRAINTS / CHALLENGES

There is an agreement between all education stakeholders, that in spite of the impressive overall progress, Uganda's basic education is blighted by the following factors:

(a) Low quality education as a result of:

(i) *Inadequate and inefficient teaching and learning,* which results from higher absenteeism among teachers, head teachers and learners as well as poor teaching methods that are less children- centred;

(ii) *Inadequate school inspection services* which is exacerbated by limited collaboration between schools inspectors, the schools communities and primary teacher training institutions;

(iii) *Low teacher's motivation* which is attributed to low salaries limited promotional avenues and lack of accommodation (*particularly in hard-to-reach areas);*

(iv) *Inadequate in-service training for teachers*.

(v) *Absence of a clear policy on quality assessment at all levels*. Current assessment methods do not measure innovations and only require learners to reproduce what they have crammed.

(vi) *Low resource allocative efficiency*. This results from inefficient distribution of teachers within schools, within districts and between districts, and concentration of resources within upper primary.

(vii) *Limited budgetary resources.* Effective teaching and learning is underpinned by inadequacy of budgetary resources to cover critical inputs particularly urgent curriculum reforms instruction material, recruitment of teachers and provision of housing of teachers especially in hard-to-reach areas as well as school inspection services. Higher investments are needed to improve quality to cope with population growth. Inadequacy of budgetary resources is being exacerbated by a rapidly expanding population of schools going children whose impact have not been fully anticipated in the Medium Terms Expenditure framework(MTEF).

(viii) *Inadequate nationally agreed nationally agreed targets by local governments*. The district Local Governments are slow in adopting and integrating nationally generated targets into their micro plans. This undermines timely achievements of these targets.

(ix) *Low completion rates* (currently standing at 67%).

(x) *Lack of clear articulation of quality goals and targets* to be achieved by various curricula at all level of education system;

(b) Low quality of science education as a result of:

(i) *Shortages of science and Mathematics teachers:* In spite of increase of government sponsorship in core science subjects at training institutions the enrolment in core science courses, in comparison to other disciplines has remained low; and,

(ii) Inadequate infrastructure (*particularly laboratories, and reagents). M*any secondary schools, (particularly private schools) while available laboratories equipment, consumables and textbooks are not effectively utilised.

3.6.5 IMPLEMENTATION GAPS

(i) Lack of ability of a system to identify assessment and placement of children requiring special needs education. This should be seen in terms of the support children require in order for them to participate in school.

(ii) Poor capacity to implement continuous assessment

Continuous assessment was introduced for monitoring teaching and learning from primary one to four and for reporting an end – of cycle attainment with 25% of the continuous assessment mark integrated into the final examination mark for primary five to seven. However, the training provided to the teachers was not sufficient with many teachers unable to properly implement continuous assessment reform in their classes. In lower classes, with large enrolments teachers found it a challenge to monitor all the children daily (MoES, 2008b). Parents too on the other hand were not comfortable with the more qualitative description of their children's progress as

opposed to progress reports that included marks and quantification of the children's progress. NCDC and UNEB too were forced to revise their progress reports to include marks and descriptions about student achievement levels in selected competencies. (Anil Kanjee and Sylvia Acana. The world Bank.2013). There was therefore an attitude problem which ought to have been dealt with prior to implementation of continuous assessment.

(iii) Unregulated upgrading of teacher qualifications

There is lack of an established system for regulating the upgrading teacher teaching qualifications affects teacher morale. Teachers upgrade out of their personal interests using their own resources instead of being guided by national education needs. On achievement of higher academic qualifications they expect better pay and working conditions which are usually not forthcoming. As a result most teachers who upgrade do courses which are not of pedagogical in nature and eventually exit the teaching profession. This increases the turnover rate for teachers.

(iv) Top bottom implementation of the thematic Curriculum

The language policy and the implementation of the thematic curriculum was meant to enhance literacy, however, it was met with some resistance from parents who believed that their children were being shorthanded since the official language spoken and used widely in school is English. In addition, its implementation was relaxed in urban areas and among privately owned schools who could use English as a medium of instruction. This arose from the fact that in Kampala and in a number of major towns the cosmopolitan nature of the communities there who used different dialects made it difficult to choose a local language as a medium of instruction in lower primary. Early Childhood Centers and Nursery Schools also use English as a medium of instruction which makes transition to the use of local languages in P1-P.3 a great challenge.[23]

The use of local language in delivering the thematic curriculum further faced challenges arising from the high costs involved in developing instructional materials and retooling teachers. As a result teachers received limited induction and training which translated into insufficient quality of teaching. Many of the teachers are themselves not fluent in their mother tongues yet they are expected to teach it and/or use it as a medium of instruction. Many parents still have a negative attitude towards the use of local language as a medium of instruction and require more sensitisation on this matter. In light of this, the intended impact of the thematic curriculum introduced in 2007, will take some time to be realised. The pioneer pupils of the thematic curriculum were expected to sit for their P.L.E exams in 2013.

(v) Limited intake capacity in teacher training institutions

[23]Change to Implement Quality and Inclusive MTE In Uganda. April, 2013.

Due to limited facilities and funds the enrolment in both the Primary teachers Colleges and National teachers colleges is limited in number. Government set the ceiling to 450 students per college. There are 47 primary teacher's colleges of which 45 are government aided and 23 are core PTC's institutions and 23 non-core PTCs. However, some colleges are over-enrolled (urban) while others are under enrolled especially those based in the rural areas. In addition, the current system for in-service teacher training through continuous professional development has insufficient capacity to deliver.

CHAPTER 4: CONCLUSION AND RECOMMENDATIONS

Recommendations under Goal 1

(i) Uganda's strategy for basic education is currently fragmented and implemented by different sectors. There is urgent need to develop a coherent national strategy to support the implementation of Education for All goals particularly in post 2015 era;

(ii) In order to lay a firm foundation for quality education in our country, Uganda will need to rethink its current policy on ECD that makes it a private sector-led initiative. Information on the implications of government direct investment in ECD needs to be gathered to assist in this process. The situation where ECD provision is mainly concentrated in urban centers is clearly not acceptable;

(iii) The strategy for Adult literacy in the country requires urgent review to align it with the overall national basic education strategy. This strategy should address the chronic underfunding of FAL and other non-formal activities;

(iv) The issue of community/ parents participation in educational activities needs to be urgently reviewed. A clear national policy on community participation in social development activities in general and in education sector in particular needs to be formulated.

(v) Institute a National M&E System for ECD to Facilitate Evidence-Based Policy and Advocacy. This will necessitate prior agreement on National ECD targets, monitoring indicators and means of verification.

(vi) Universalize Pre-schooling to enhance access to ECD services by vulnerable and disadvantaged children. Evidence from this assessments suggests the urgent need to universalize access to pre-schooling.

(vii) Strengthening Further National Management and coordination Mechanisms For ECD. ECD is a cross-cutting issue that requires a multi-sectoral approach. The current coordination arrangements under the Basic Education Department are neither adequate nor sufficient.

(viii) Establish a sustainable financing framework for ECD Activities in the country

(ix) Strengthen the regulatory Framework for ECD. This will necessitate strengthening the enforcement of Minimum Requirements and Standards for ECD across the country.

*(x) Establish National ECD Teacher Training Institution in each of the Traditional Regions of Uganda.*This will help in the elimination of inequality as far as availability of trained caregivers is concerned.

*(xi) Formulate a multi-sectoral and Holistic ECD Policy Framework.*This will enhance the implementation of integrated programs and services for early childhood development for all children (0-8 years), including the marginalized children.

Recommendations under Goal 2

(i) implementation of a successful school feeding programme

The implementation of a successful school feeding programme requires joint action from many stakeholders, including but not limited to Ministries of Education and Sports; Gender, Labour and Social Development; and Finance Local Government among others. UN agencies, NGOs, CSOs, CBOs and FBOs are all strong actors in the school feeding field. These implementation guidelines are to be read together with the Basic Requirements Minimum Standards (BRMS) published from time to time by the Education Standards Agency, and address the areas of (a) School Food Committee selection (b) cash and staple food contributions and their management (c) food procurement and transportation (d) hygiene and sanitation (e) food preparation and service (f) nutrition balance, nutrition education awareness and promotion, food safety etc.

(ii) increase funding

Financing of the UPE programme should particularly be increased in order to attain quality education especially among hard-to-reach areas, increase remuneration for teachers and the number of secondary schools to meet the demands for USE. In addition, number of vocational institutions to cater for those who may not continue with secondary and tertiary education should be increased. Steps should also be taken to ensure that education is tailored to the demands of the local labour market. In addition, measures should be taken to stem the high migration of scientists to other countries due to the low salaries, lack of facilities and limited professional advancements.

(iii) Improve quality to motivate learners to stay in school

(i) Systematically link and mainstream adult literacy with other development programmes such as HIV/AIDS, primary education and livelihood activities. Revise literacy and adult education programmes to respond to the diversified, unmet and changing needs of adult learners. This will improve relevance, access to financing and sustainability of the adult literacy and learning programmes.

(ii) Advocate for policy guidelines and a strategy for public – private partnership for adult literacy and lifelong learning and promote the private sector in delivery of demand driven adult learning services.

(iii) Establish a civil society fund for FAL non-state actors that would, among other things, enhance the capacity for innovative adult learning programmes.

(iv) Promote the involvement of adult literacy instructor/facilitator and adult learner associations in playing key roles in advocating, planning, implementing and evaluation of the functional literacy and adult education programmes. Place special attention on remuneration and professional development of adult literacy instructors/facilitators in order to ensure quality programmes.

(v) Re-designing the literacy and education programmes allowing for flexibility in order to appeal to all marginalized groups.

Recommendations under Goal 3

(i) Introduce Community Learning Centers (CLCs): Establishing CLCs is a very crucial element of the process of implementing NFE. Besides the establishment, there is also a need to sensitize the public, private sector and educational NGOs in the country on the potential of CLCs. It is important that a public awareness campaign involving government and NGOs be implemented to explain the advantages of having a CLC in villages. Such an advocacy campaign will be critical to the further introduction of CLCs and subsequent improvement in literacy and skills development. The target masses for which NFE is introduced should also be sensitized to enable them embrace the program.

(ii) Mobilize Resources for Support of NFE: FE programs require specific budgetary allocations for human capital and instructional materials development. It must be treated as a fully-fledged program like its counterpart, FE. Learner Guides, Instructor Guides and other supplementary materials must be catered for. Training manpower (*teachers/instructors, teacher trainers, curriculum developers, etc*.) too is a vital aspect of the NFE implementation strategy among others.

(iii) Decentralize NFE Programs: Possibilities for localizing NFE at district, sub-county and community level should be explored. This would cater for staff redeployment, staff development, and resource requirements. Technical assistance may be rendered at local levels through the department of NFE. The supply of Learning Materials and monitoring of NFE could also be decentralized.

(iv) Monitor and Evaluate (M&E): Successful implementation of NFE programs continuously requires monitoring and evaluation. M&E starts at the inception of the program. Poor M&E would only leave NFE programs staggering.

(v) Encourage Stakeholder Collaborations: NFE must receive support from government and its agencies and all stake holders at all levels. Most importantly, education NGOs, Civil Society Organizations (CSOs), indigenous communities, donors and funders, international agencies (e.g. UN), educational institutions (including formal schools, vocational training schools, colleges and universities) must all participate at various levels to achieve NFE objectives. The NFE curriculum is cross-cutting thereby requiring inputs from different stakeholders at various levels. In this respect, for instance, the Directorate of Industrial Training (DIT) has recognized the place of NFE training programs in education. Learners will be assessed in BTVET related programs and recognized later on in life

Recommendations under Goal 4

(i) Institutional Capacity Development

Institutional Capacity Development Programme area brings together all actors in the Social Development Sector to ensure systematic, coordinated and effective execution of Social Development Sector interventions. The focus shall be on improving the performance of the Social Development Sector institutions and actors to coordinate, implement, monitor and evaluate the SDIP II. This programme area will address five key components including resource mobilization, institutional development, human resource development, monitoring and evaluation as well as coordination.

(ii) Resource mobilization for the Social Development Sector

Establish a sustainable financing framework for adult literacy in the country in order to address existing needs and gaps. At least 1.6 percent of the total Government of Uganda budget is required to effectively implement current adult literacy learning priorities.

There is urgent need for harmonization and re-alignment of existing adult literacy programmes to remove overlaps and unwarranted resource.

(iii) Institutional Strengthening and Capacity Development

The current National coordination and management structures for adult literacy activities should be restructured with the intention of making them effective in delivering Adult Literacy programmes across the country. This should be accompanied with deliberate capacity development intended to create a critical mass of core skills for effective service delivery.

(iv) Policy and regulatory mechanisms

Government through collaborating with Civil Society Organizations needs to hasten the process of implementing new policies so as to provide a sound framework and guidelines for adult literacy and adult education in Uganda. In particular the on-going work on the development of the adult learning qualifications framework for Uganda needs to be brought to a speedy conclusion so that the next steps envisaged in NALSIP can be undertaken.

(v) Developing mechanisms and practices for promoting continued and lifelong learning for out-of- school youth and adults

Uganda needs to address the demands of the learners for continued learning in a more serious manner. This will come partly through policies and regulatory mechanisms recommended above. It, however, also requires a change of orientation among the providers, both government and the others. It is indeed important to provide a little education for all. It may be said that this is as much as can be done in the face of limited resources. However, there is often the possibility to think more

creatively and provide more than just the basic. Some organizations have already shown what can be done. It is important that government and other providers also consider such possibilities.

Recommendations under Goal 5

(i) Raise the awareness of staff on the existence of gender sensitive policies, guidelines and tools through sensitization meetings, trainings and dissemination of policies.
(ii) Provide tailor made capacity building of staff in skills of gender analysis to enable them appreciate gender related concepts in their work and how they can be applied.
(iii) Develop gender sensitive indicators to track qualitative aspects of gender in education e.g. level of participation in class, career choice, gender in curriculum, etc.
(iv) Integrate gender in all ministry programs and project from design, implementation, monitoring and evaluation.
(v) Develop clear terms of reference for the gender focal persons and make gender related work part of what staff members are evaluated on.
(vi) In terms of structure, there is need to strengthen and elevate the current Gender Unit to a departmental level to give it more leverage in articulating gender issues at a higher level.

Recommendations under Goal 6

(ii) Policy reforms

For future reforms in education sector the cost and time implications should be worked out in details before implementation is affected. Specific reference is made to the thematic curriculum reform, language policy and science policy.

(ii) Storage Facilities for books

The policy of placing books in the hands of the children should be supported by the provision of storage facilities like libraries. Book shelves, and cupboards. The absence of these will lead to damage and reduction of life span of the books.

(iii) Early Childhood Development

Government should consider taking over early childhood education for at least 2 classes for the under 6 years. This is possible because many schools enrol underage children who are illegally benefitting from the UPE capitation grant.

(iv) School Feeding

For effective learning outcomes in schools, all school authorities should adopt a mix of feeding modalities appropriate to the school. No child should be denied access to a meal while at school.

(v) Up-grading of teachers

The ministry of education and sports should come up with a regulatory framework for up grading of academic qualifications for teachers.

(vi) Provision of dedicated budget to quality assurance

The government should dedicate a budget for quality assurance to ensure that there is value for money for all the inputs made for quality enhancement.