



Ministry of Education and Sports

UGANDA COUNTRY STATUS REPORT ON PROGRESS TOWARDS ACHIEVEMENT OF THE DAKAR 2000 EFA GOALS



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ACRONYMS/ ABBREVIATIONS

ABEK	Alternative Basic Education for Karamoja
ASC	Annual School Census
BECCAD	Basic Education Child Care and Adolescent Development
BEUPA	Basic Education in Urban Poverty Areas
Bn	Billion
BTL	Break Through to Literacy
BTVET	Business, Technical, Vocational Education Training
CAOs	Chief Administrative Officers
CCTs	Coordinating Center Tutors
CIDA	Canadian International Development Agency
CMU	Construction Management Unit
COPE	Complementary Opportunities for Primary Education
DANIDA	Danish International Development Agency
DEOs	District Education Officers
DFID	Department for International Development
ECD	Early Childhood Development
EFA	Education For All
ELSE	Empowering Lifelong Skills Education
EMIS	Education Management Information System
EPD	Education Planning Department
EPRC	Education Policy Review Commission
ESA	Education Standard Agency
ESBFP	Education Sector Budget Framework Paper
ESC	Education Service Commission
ESSP	Education Sector Strategic Plan
FDS	Fiscal Decentralisation Strategy
FY	Financial Year
GEM	Girls' Education Movement
GER	Gross Enrolment Rate
GDP	Gross Domestic Product
GIR	Gross Intake Rate
GoU	Government of Uganda
GUSM	Growing Up and Management of Sexual Maturation
GTZ	German Technical Cooperation
HIV/AIDS	Human Immune Virus/ Acquired Immune Deficiency Syndrome
IDPC	Internally Displaced Peoples Camps
IFAD	International Fund for Agricultural Development
IMU	Instructional Materials Unit
KYU	Kyambogo University
LCV	Local Council V
LGs	Local Governments
LGBFP	Local Government Budget Framework Paper
MCH	Maternal Child Care
MPIBF	Macroeconomic Plan and Indicate Budget Framework
M&E	Monitoring and Evaluation
MOES	Ministry of Education and Sports
MOGLSD	Ministry of Gender, Labour and Social Development
MOFPED	Ministry of Finance Planning and Economic Development
MOLG	Ministry of Local Government
MOPs	Ministry of Public Service
MPIBF	Microeconomic Plan and Indicative Budget Framework
MTBF	Medium Term Budget Framework

MTEF	Mid Term Expenditure Framework
MUST	Mbarara University of Science and Technology
NAPE	National Assessment of Progress of Education
NCDC	National Curriculum Development Centre
NCHE	National Council for Higher Education
NER	Net Enrolment Rate
NFE	Non Formal Education
NGOs	Non Government Organisations
NIR	Net Intake Rate
NMES	National Monitoring and Evaluation Strategy
NORAD	Norwegian Agency for Development
NRM	National Resistance Movement
PAF	Poverty Action Fund
PCR	Pupil Classroom Ratio
PEAP	Poverty Eradication Action Plan
PIN	Pupil Identification Number
PPE	Pre-Primary and Primary Education
PTCs	Primary Teachers Colleges
PTR	Pupil Teacher Ratio
SAP	Structural Adjustment Programme
SBFPs	Sector Budget Framework Papers
SFG	School Facilities Grant
SMCs	School Management Committees
SNE/CGC	Special Needs Education/ Career Guidance and Counselling
SWAp	Sector Wide Approach
TB	Tuberculosis
TDMS	Teacher Development Management system
UACE	Uganda Advanced Certificate in Education
UCE	Uganda Certificate in Education
UBOS	Uganda Bureau of Statistics
ULAA	Uganda Local Authorities Association
UUAA	Uganda Urban Authorities Association
UN	United Nations
UNEB	Uganda National Examinations Board
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNDP	United Nations Development Programme
UNICEF	United Nations International Children's Fund
UNHS	Uganda National Household Survey
UPE	Universal Primary Education
UPDF	Uganda Peoples' Defence Forces
UPPET	Universal Post Primary Education and Training
USAID	United States Agency for International Development
WFP	World Food Programme

EXECUTIVE SUMMARY

There is no doubt that the Government of Uganda is strongly committed to the increased provision of quality education at all levels of the education and training system. The country's **Education Sector Strategic Plan 2004-2015** is in line with the **Education For All (EFA)** goals.

Achievements in the education sector during the past decade have been considerable. During the first and second **Poverty Eradication Action Plans (PEAPs)**, the government invested in a huge expansion of primary education as part of its **Universal Primary Education Policy (UPE)**, accompanied in the second PEAP by increased attention to adult literacy.

Improvements in education and functional adult literacy programmes are reflected in improved literacy rates. While there was no observable change by the expiry of the 1st PEAP in 2000, the national average literacy level rose from 65% in 1999/2000 to 70% in 2002/2003, mainly because of an increase in access to literacy programmes in rural areas. Women have benefited more from this improvement than men.

Achievements

1. Increased enrolment

The successful implementation of UPE significantly increased access to primary education. Increased enrolment has been UPE's most visible success. Before UPE only about 60% of 6 to 12 year olds attended primary schools but now the figure is about 95%. This phenomenal increase had far reaching effects on the demand and supply of primary schools teachers.

2. More money for education

In 2003 the education budget took about 24% of the national budget, up from about 7% in 1990 and 17% in 1994-5. This is far more than the next largest sector: in 2003 public administration took 19.3%; security 12.6%; health 8.6%; and roads and works 8.3%.

3. Increased girls' access to school

UPE increased the enrolment of girls as more girls gained access to primary education. Today in P 1 to 5 (Grades 1 to 5), girl pupils equal boy pupils. Before UPE, girls were fewer than boys at all grade levels. Only in P 6 and P 7 (Grade 6 and Grade 7) are girls not as numerous as boys. Girls are 47% of P 6 (Grade 6) and 43% of P 7 (Grade 7) pupils. However, this is still better than before. In 1992 girls made up only 41% of P 6 (Grade 6) and 38% of P 7 (Grade 7) pupils. Currently, girls in primary schools make up 49.5% of the total enrolment. UPE pulled in girls in large part by sensitising parents. It also made school more 'girl-friendly'. UPE promotes separate latrines for boys and girls. This alone has increased girls' enrolment by 3%.

4. More and better trained teachers

When UPE began, there were not enough teachers to cope with the sudden influx of pupils into primary schools. In 1996 teachers numbered just 81,564. But by November 2005, there were 129,024 on the government payroll representing an increase of 58%.

5. More classrooms, schools and furniture

Introduction of UPE brought about an urgent need for classrooms: in 1997 the existing stock of permanent classrooms was 45,000. By the end of 2005 that figure had risen to 82,165 representing an increase of 82.6%. This was achieved through vigorous building efforts by government, NGOs and communities. In addition to classrooms, many new schools have been built and many of these have been government-aided. Primary schools numbered 7,351 in 1997: today the number is 16,000 which represents a percentage increase of 86%.

6. More learning materials

Learning materials are fundamental for teaching and learning, teacher morale and maintaining pupils' interest. UPE has brought large quantities of materials into schools. In 2000 there were about 6.5 million core textbooks but by the end of 2004, this number had risen to 9.4 million books.

7. Education for children with special needs

Before UPE, a few schools for children with disabilities were working hard to meet their needs, but most children with special learning needs were out of school. Today the situation has changed. Special needs schools benefit from UPE funds. Even more significantly, children with special learning needs are being integrated into normal schools through an inclusion approach. The number of pupils with special needs in schools increased by 38% from 157,920 in 2000 to 218,380 in 2004.

8. Early childhood development

A draft policy on Early Childhood Development (ECD) is ready for stakeholder review. Government's intention is to develop ECD curricula, help to train ECD teachers and care givers, and to inspect and monitor ECD centres and nursery schools. The Ministry of Education and Sports (MOES) is also encouraging community initiatives in ECD programmes.

9. Adult literacy

Uganda's literacy rate is still low at only 63%. This was revealed in survey conducted in 2001 as stated in the [National Adult Literacy Strategic Investment Plan](#). Statistics from Ministry of Gender, Labour and Social Development (MOGLSD) indicate that in Uganda, there are glaring disparities between literacy rates among men and women. In 1997, there were 74,718 female learners into the [Functional Adult Literacy Programme \(FAL\)](#) but the number had grown to 86,085 in the year 2000 representing a percentage increase of 13.2%. By 2004, the number had increased to 325,721 representing a percentage increase of 278%. On the other hand, the enrolment of males increased from 27,786 in 2000 to 108,943 in 2004 representing a percentage increase of 292%.

10. Partnerships

Education has always been a partnership between families, schools, the MOES and religious groups which run many schools. However, UPE intensified this and created new partnerships, most notably with development partners. Unified under a body known as the **Education Funding Agency**, development partners provide about 52% of funds for the primary education budget. Their high standards of monitoring and accountability have led to an increased culture of self-evaluation in the education sector. Government recognises that UPE depends on successful partnership and that stakeholders such as NGOs have competencies that complement its own.

Conclusions

There are a number of conclusions which have been drawn from this analysis and they include the following.

- i. Uganda's educational system is functioning under the very specific context of transition. Uganda is a country undergoing political, economic and social changes. These changes include: the freeing of multi-parties, reviewing of the Constitution, increase in the GDP and the growth in the social infrastructure and increased private partnership.
- ii. The changes in the basic demographic indicators have a great influence on the educational system. In the year 2002, migration from villages into towns and the increasing average age of the rural population have brought about a disproportion in the geographical distribution of the school network and pupils/students. There are many more schools in towns than in rural areas yet the space in towns is reducing.
- iii. Existing legal regulations in Uganda strongly support education for all school-age children and strongly stipulate the need for universal access to basic education including the right of minority groups. The official entry age into the primary school is six years and above.
- iv. The size of the educational system especially the number of classroom stock, teachers on payroll and non-teaching staff and their qualifications and the percentage of the young population participating in education, are all indicators of a fairly large and developed educational system.
- v. The education system in Uganda is inclusive. It includes both formal and non-formal schools. The system is composed of early childhood care and education (from birth to 5 years), UPE (for children from 6 to 12 years), secondary education (for young people from 13 to 18 years) and tertiary education (both non-university and university higher education).
- vi. Major indicators show that the education system in Uganda is currently functioning at the poverty level. This is evident when one looks at the state of school infrastructure, lack of equipment in schools, as well as absolute amount of financial resources in the education budget.

- vii. Government has prioritised primary education as stipulated in the PEAP 1997. Currently, about 65% of the education budget goes to primary education. More concentration has been placed on construction of classrooms, procurement of instructional materials, teaching aids, pedagogical innovations, support for in-service teacher training or teacher upgrading.
- viii. Most primary schools do not have school facilities such as libraries and reading rooms and even enough classrooms. Such a condition of school space indicates that education in Uganda still faces a serious problem with regard to the quality of the learning environment. In 2000 there were only 50,370 classrooms in primary schools. The number of classrooms has now increased to over 82,167 in 2005 with a ratio of 79.
- ix. To ensure that the quality of education is maintained, the MOES has spent a substantial proportion of its annual budget to increase the supply of instructional materials to schools. These include core textbooks, teacher guides, supplementary readers and non-text book materials. As a result of these efforts, the pupil textbook ratios have improved from 8:1 in 2000 to 1:1 in 2005.
- x. Due emphasis has been placed on strengthening institutions for standards setting and quality assurance. These include Uganda National Examinations Board (UNEB), Education Standard Agency (ESA), National Curriculum Development Centre (NCDC), National Council for Higher Education (NCHE). Assessment methods have been reviewed and harmonized with the adjustments made to the curricula.

Challenges

- i. Children are not adequately learning basic skills in primary school.
- ii. Inadequate capacity at district level to handle tendering mechanisms, accountability of funds, and education management information systems (EMIS).
- iii. HIV/AIDS is a serious challenge, causing many teachers to suffer from poor health that leads to frequent absenteeism. Many school children are orphans due to HIV and others are HIV-positive while others take care of their sick family members.
- iv. Competing and urgent needs.
- v. Providing education in areas disturbed by conflict especially northern and north-eastern Uganda is a serious challenge to basic education.

Recommendations

Within the education sector, it is not easy to find solutions to the quality and efficiency problems in education. In addition, the nature and scale of related challenges varies from

sub-sector to sub-sector, region to region and from one community to another. However, there are several possible short-term policy interventions/recommendations that could be instituted, including the need to:

- i) Strengthen the existing legislature pertaining to education.
- ii) Decentralize all education programmes as this will give powers to manage educational resources and the pedagogical environment at district level.
- iii) Strengthen the EMIS.
- iv) Change in the system of financing education to meet the goals of society's economic, technological and cultural development.
- v) Develop 'stop gap' strategies for off-setting shortages of teachers and learning materials to enhance the quality of learning.
- vi) Provide education for children in conflict -affected areas and other disadvantaged children.
- vii) Declare social codes of conduct for educational managers to guard against financial impropriety and develop implementable frameworks for operationalising those social codes of conduct, including punishment for transgressing them.
- viii) Design prototype core programmes for AIDS orphans and the children in Internally Displaced Peoples Camps (IDPC) and ensuring their integration into the education system.
- ix) Develop an action matrix containing recommendations from stakeholders.

CHAPTER ONE INTRODUCTION

1.1 Background of this paper

In order to meet the challenges facing the educational system, it has been necessary to conduct an in-depth assessment and a state-of-the art analysis. The information gathered from this paper is indispensable for both national and international efforts to improve the educational system in Uganda. Therefore the purpose of this analysis is to:

- To examine information systems for basic education and the process by which information flows to all important partners in educational institutions (particularly the MOES) to use that information as a basis for quality decision-making;
- To investigate the indicators of access, equity, quality and efficiency of education; and
- To provide a status on the progress in the implementation of EFA goals as well as the critical gaps hindering the achievements.

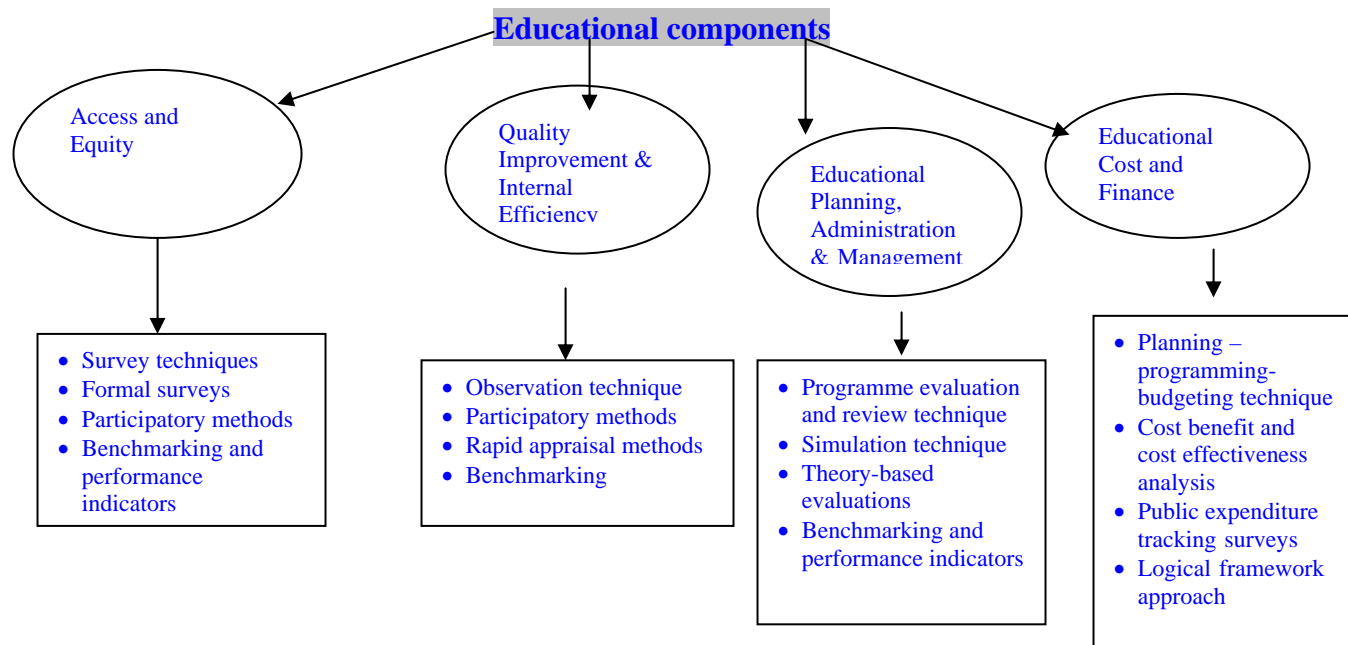
1.2 National Monitoring and Evaluation System for EFA implementation

A National Monitoring and Evaluation System (NMES) framework in the MoES was developed with both formative and summative functions to track progress in the implementation of EFA. These are routine activities which are institutionalised and used as decision support tools to improve the management and delivery of education.

The monitoring of education programmes focuses on four key strategic objectives, namely; equitable access, quality improvement and efficiency, educational planning and management and uses of finance. **Figure 1** gives the techniques, tools and approaches used in monitoring and evaluation of the educational components.

As the body responsible for implementing the monitoring and evaluation system, the Statistics, Monitoring and Evaluation Division of Education Planning Department (EPD) adopts the role of a co-ordinating centre, assessing informational needs of all decision-makers, disseminating information through comprehensive reporting mechanisms and ensuring that needs are met in an efficient and timely manner. The available sources of information for the implementation of EFA include Mid Term Expenditure Framework (MTBF) monitoring; EMIS Annual School Census; monitoring of Poverty Action Fund (PAF) programmes; school mapping; ESA; research and evaluation studies, UNEB/National Assessment of Progress of Education (NAPE) and Uganda Bureau of Statistics. The EPD analyses or scrutinises the data, information or reports and passes them on to the top management of the MOES for noting, discussion or approval.

Figure 1: Monitoring and evaluation techniques, tools and approaches



1.3 Scope, limitations and sources of data

1.3.1 Scope

This report represents the results of an evaluation of basic education in Uganda. The introduction starts with a background stating the purpose of the paper. A description of the NMES for EFA implementation is provided.

Chapter One provides a description of the national developmental context giving the geographical position of the country, the political, economic and demographic context.

Chapter Two gives a brief comprehensive analysis of basic education in Uganda. The section is devoted to four strategic areas of monitoring performance in the primary education sub-sector, namely; equitable access, quality enhancement, efficiency and assessment of learning achievements.

Chapter Three is concerned with monitoring and evaluation of EFA implementation in Uganda since the World Education Forum (Dakar, April 2000) and examines the degree to which Uganda is progressing in the achievement of EFA goals by 2015; and

Chapter Four discusses progress in EFA implementation according to the six EFA goals.

Chapter Five concludes with general findings, major challenges and strategic recommendations for EFA implementation.

1.3.2 Limitations of this paper

The data presented in this report does not reflect the total schools' population. Responses to the census were not received from 100% of the schools for all the years of reference (e.g., in 2003 responses were received from 90% of primary schools and 71% of secondary schools, etc.) The age data supplied may to a less extent have some misreporting since the primary source of data is the head teacher (Principal respondent) who may not be very conversant with the ages of some of their pupils. In addition, age data records in most of the homes where pupils come from are very inadequately managed.

1.3.3 Sources of data

Taken as a whole, the following sources of data/information were used in this report:

- The *Annual School Census* conducted by MOES in all educational institutions;
- Statistical data of Uganda Bureau of Statistics (UBOS).
- Special research on specific aspects of education such as the *Uganda National Household Surveys* (UNHS).
- Data and information on education taken from various scientific research and Doctoral and Masters theses.
- Analysis of documents (laws and legal regulations, school programmes and curricula, instructions etc).
- Field visits, interviews and talks with teachers, school principals, school inspectors and students.
- Various research and analyzes conducted on behalf of MOES.
- Analysis of the laws relating to the budget and the realization of those budgetary obligations in an assessment of learning achievements among a sample of pupils in Grades 3 and 6.

Finally, basic population data on education was compiled by the UBOS. They are based on the last population census (2002), and the annual census of schools, which takes place every year. Some of the information used was previously published in recent Education Sector Annual Performance Reports. Furthermore, MOGLSD, Ministry of Local Government, Ministry of Finance, Planning and Economic Development and Ministry of Public Service constituted additional sources of information.

CHAPTER TWO

EDUCATION AND NATIONAL DEVELOPMENT IN UGANDA

2.1 National development context

Uganda is a land-locked country located at the eastern part of the African continent. It has a total surface area of 241,039 sq/km. It is bordered by Sudan to the North, Kenya to the East, Tanzania to the South, Rwanda to the Southwest and the Democratic Republic of Congo to the West. It lies 200m above sea level along the equator between latitudes 4°12' to the north and 1°9' to the south and between longitudes 29°34' to the east and 35°0' to the west.

As a result of its location and altitude, Uganda's climate is characterized by two alternating climatic seasons i.e. wet and dry in a year. Central, eastern and western parts of the country have two rainy seasons a year, with the March-May one being heavy rains and the September-December one being light rains. As one heads towards the northern part of the country, the rains decrease with one rainy season being experienced a year.

The variations in soil fertility between the country's regions causes the vegetation cover also to vary between these regions. The central and western axes of the country have more fertile soils and thus have mainly the tropical rain forest vegetation, while eastern and northern parts have savannah woodlands and semi-desert type of vegetation.

These geographical factors condition the socio-economic potential and population carrying capacities of the various regions within the country. This has direct implications on the financing of education. The ragged terrain of areas like Karamoja in north eastern area, Sebei in eastern area and Kisoro, Kabale and other such mountainous areas in the western part of Uganda impairs accessibility to education facilities.

2.2 The political, economic and demographic context

Uganda attained independence from the British on 9 October 1962, and since then, has witnessed dramatic changes in the political system. The changes in political policies have been accompanied by changes in socio-economic policy framework. However, the political turmoil of 1971-1985 negatively impacted on the country's economy leading to a decline in GDP, decline in agricultural and industrial output, deterioration in export performance, high rates of inflation, widespread poverty and poor health services.

This decline was closely associated with the managerial vacuum created by the expulsion of Asians in 1972, economic mismanagement of the 1970's and 1980's and the ensuing civil unrest. Soon after the National Resistance Movement (NRM) government came to power in 1986, and in concert with IMF, World Bank, UNDP and other development partners, it embarked on the process of extricating the country's economy from institutional poverty and reverse the process of retrogression. The government executed a

number of reformist programmes including the Structural Adjustment Programs (SAP), decentralisation, PEAP, PAF, civil service reform, and UPE.

Uganda's total population stands at 24.4 million people as per the 2002 housing and population census. Demographic statistics in Uganda have been derived from population censuses, starting from 1948 to 2002. Uganda's population has since then increased nearly five times as shown in **Table 1**.

Table 1: Selected demographic indicators, for population censuses (1948-2002)

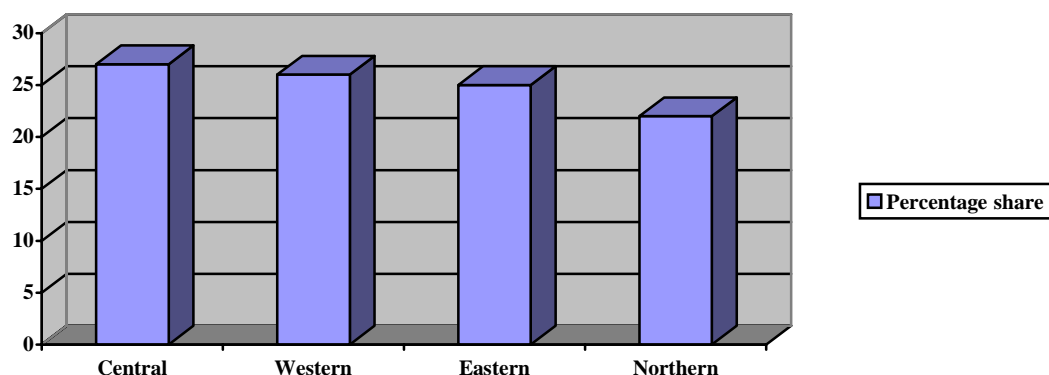
	CENSUS YEAR					
	1948	1959	1969	1980	1991	2002
Population (millions)	5.0	6.5	9.5	12.6	16.7	24.7
Population increase (millions)	NA	1.5	3.0	3.1	4.1	8.0
Sex ratio	100.2	100.9	101.9	98.2	96.5	96.0
Inter-censal growth rate	NA	2.5	3.9	2.7	2.5	3.4
Average annual increase (thousands)	NA	143	300	282	367	686
Crude birth rate	42.0	44.0	50.0	50.0	52.0	47.3
Total fertility	5.9	5.9	7.1	7.2	7.1	6.9
Crude death rate	25.0	20.0	19.0	NA	17.0	15.0
Infant mortality rate	200.0	160.0	120.0	NA	122.0	160.0
Percent urban	NA	4.8	7.8	8.7	11.3	12.2
Density (population/ sq. km)	25.2	33.2	48.4	64.4	85.0	126.0

Source: Uganda Bureau of Statistics, Entebbe N/A= not applicable

Uganda's population increased nearly five-fold from 5 million in 1948 to 24.4 million in 2002. Between January 1991 and September 2002 alone, there was an increase of 8 million persons representing the highest increment ever recorded. The current high population growth rate of 3.4% per annum is largely attributed to a high fertility rate of about 7 children per woman, a relatively high birth rate and declining infant mortality and crude death rates. The sex ratio (the number of males per 100 females) has been steadily decreasing from 101.9 in 1969 to 96.0 in 2002 and population density has risen from 25 persons per square kilometer in 1948 to 126 persons per square kilometer in 2002. Approximately 88% of the people live in rural areas.

The spatial distribution of the population in Uganda is uneven. The breakdown by region is as shown in **Figure 2**.

Figure 2: Percent share of population by region in 2002



Source: Uganda Bureau of Statistics, Entebbe.

It can be observed from the bar chart above that the distribution shows that the central region has the largest share of the population (27%) while the western, eastern and northern regions have 26%, 25% and 22% respectively.

2.3 Structure of Uganda's education system

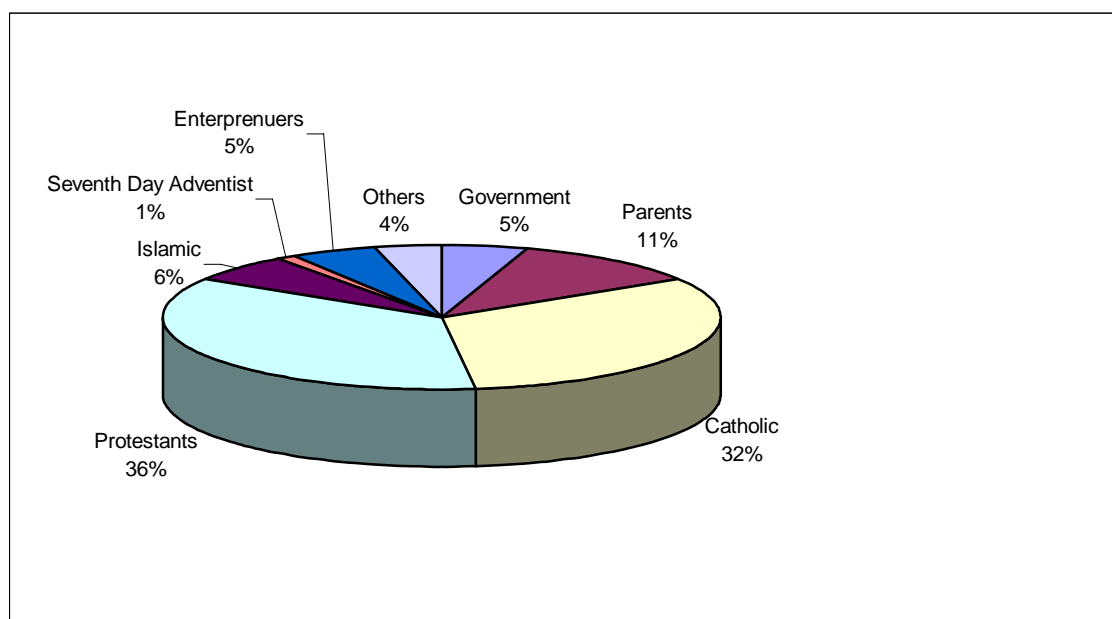
Uganda's formal education system has been in existence since the early 1960s with the four-tier structure. It comprises of seven years of primary school, followed by four years of lower secondary and 2 years of upper secondary. This 7-4-2 pattern is followed by three to six years of tertiary education. Alongside this, there is a technical and vocational track that later follows primary school, and a diverse array of government and private business technical and vocational institutions offer programmes that generally follow completion of lower secondary. At all levels there are a variety of government, private and community institutions. **Table 2** gives the complete structure of Ugandan system. Many schools in the country were founded in the colonial days mainly by religious institutions and churches as illustrated in **Figure 3**. However, government policy after independence dictated that they be handed over to government as 'grant-aided' schools. Presently government operates 78 percent of primary schools, 35 percent of post-primary and 80 percent of tertiary institutions. The rest are shared between religious institutions and the private investors.

Table 2: Structure of Uganda's education system

EDUCATION LEVEL	CYCLE	AWARD	PROGRESS OPPORTUNITIES
Pre- Primary	2 Years	-	Primary education
Primary Education	7 Years	Primary Leaving Examination (PLE)	▸ Lower secondary (O' level) ▸ Technical school
Lower Secondary (Ordinary Level)	4 Years	Uganda Certificate of Education (UCE)	▸ Upper secondary (A' Level) ▸ Primary Teachers College ▸ Technical Institute ▸ Other Departmental Training Institutes.
Technical School	3 Years	Certificate	▸ Technical Institute
Upper Secondary (Advanced Level)	2 Years	Uganda Advanced Certificate of Education (UACE)	▸ University ▸ Uganda College of Commerce ▸ National Teachers College ▸ Uganda Technical College ▸ Other Departmental Training Institutes
Primary Teachers College	2 Years	Certificate	▸ National Teachers College
Technical Institute	2 Years	Certificate	▸ Uganda Technical College
Uganda College of Commerce	2/3 Years	Diploma	▸ University
National Teachers College	2 Years	Diploma	▸ University
Uganda Technical College	2 Years	Diploma	▸ University
University	3/5 Years	Diploma/Degree	▸ Post Graduate Studies

Source: Ministry of Education and Sports (Government White Paper on Education).

Figure 3: Primary schools by foundation bodies



2.3.1 Administration of school education in Uganda

The civil service structure in Uganda has been transformed from being a highly centralized traditional civil service model into a decentralized structure with most of the authority and resources now devolved to the districts. This provides for a more accountable and responsive provision of basic services to the population, including education.

The management and provision of basic education is now largely in the hands of the district administration, while the center remains responsible for policy control and maintenance of standards through control of teacher education, curriculum and examinations. This enhances flexibility, transparency and accountability. It also allows local administrators to be creative in seeking solutions to problems that are unique to their localities.

The overall responsibility for development in the education sector lies with MOES, under the leadership of a full Minister of Education assisted by three Ministers of State responsible for Primary Education, Higher Education and Sports, respectively.

MOES has seven Technical Departments headed by Commissioners. All Commissioners, except that of Education Planning, are supervised by and answerable to the Director of Education. The departments are: Pre-primary and Primary Education; Secondary Education; Technical, Vocational and Business Education; Higher Education; Special Education and Career Guidance; Teacher Education; and Education Planning.

In addition, there are support sections operating under the leadership of the Under Secretary Finance and Administration who reports directly to the Permanent Secretary. The sections include: Accounts, Personnel and Administration. There are also semi-or fully autonomous institutions under the Ministry and these are: NCDC, UNEB, ESA, Makerere University, Education Service Commission (ESC), Mbarara University of Science and Technology (MUST), Gulu University, Kyambogo University and the National Health Service Training Colleges.

The Director of Education, the Under Secretary and the Commissioner of Education Planning, report to the Permanent Secretary who is the accounting officer and overall supervisor of the education sector.

2.3.2 Current legal provisions on education

Before the attainment of independence in 1962, Uganda's education system was narrow and elitist and thus denied majority of the citizens from participating in it. In order to overcome the situation, the E.B.Castle Commission recommended that there was need to expand primary education in order to meet the high level demand for manpower created by the needs of a newly independent state.

In 1987, Education Policy Review Commission (EPRC) recommended policy reforms right from primary to tertiary education and pointed out that primary education is the only formal education that most Ugandan children can ever hope to receive. The Commission also noted that primary education is a good foundation upon which the subsequent education levels are built; therefore it should be taken critically.

The adaptation of the new Constitution in 1995 provided a further foundation upon which basic education in Uganda was to be developed. Article 30 of the Constitution states thus, “*All persons have a right to education*”. The Constitution also makes it the obligation of the government to provide basic education to its citizens, Article 30 Clause XVIII states thus;

*The state shall provide free and compulsory basic education.
The state shall take appropriate measures to afford every citizen equal opportunity to attain the highest level of education standard possible.*

Furthermore, the Children Statute of 1996 (Article 28) further emphasised the responsibility of the State in providing basic education by stating that; *The child has a right to education and the State duty is to ensure that primary education is free and compulsory.*

Finally, the basic objectives of the education sector are derived from the ESSP (2004-2015) framework that forms the basis for planning and investment over the medium term. The ESSP policies and strategies are consistent with broader national policies as spelt out in the Government White Paper on Education (1992), Uganda Vision 2025 and the PEAP (2003).

2.4 Financial resources for education

2.4.1 System of financing

(a) Institutional mechanisms for planning and budgeting

Planning and budgeting for education are guided by the current institutional context of planning and budgeting in the country, which has its origin in public expenditure management reforms that have been implemented since the early 1990s. These institutional arrangements include; Cash Flow, MTEF, Sector Wide Approach, PAF, Fiscal Decentralised Strategy, Results Oriented Management, Output Oriented Budgeting, and Commitment Control System.

(b) Medium Term Expenditure Framework

The MTEF provides indicative resource ceilings at the sectoral and ministry level over a rolling three-year period. The objective is to ensure that the overall strategic priorities, as articulated in both the PEAP as well as the more detailed sector priorities (specified in the various sector wide plans), are translated into resource allocations over the medium term. Most important, the MTEF ensures that the overall expenditure is maintained at a level that is consistent with macroeconomic stability and at the same time achieves other critical government commitments, including agreements with donors.

(c) Budget formulation process

The budget preparation process is a highly consultative one. The consultative and partnership principle were further strengthened by the enactment of the Budget Act 2000, which provides for a consultative process between the executive and legislative arms of government. In the section below key steps, with special reference to the education sector, are a demonstration of the consultative element of the budget preparation process.

After setting the macroeconomic projections for the next financial year, the education sector indicative ceilings are, *inter alia*, issued by MOFPED to MOES. The Education Sector Working Group, based on its sector strategic plans, allocates the resources to the various education sub-sectors including sector conditional grants to local governments.

The sub-sectors and local government further carry out the prioritization process given the resource envelope and clearly taking into consideration all the non-discretionary expenditure provisions, and highlight the key issues, which cannot be accommodated within the sub-sector ceilings. Note that the issues that come up during the consultation at the local government' level are submitted to the centre (MOES) under the Local Government Budget Framework Paper (LGBFP).

Based on the submissions by sub-sectors and local government, the Education Sector Working Group consolidates the issues whose financial implications cannot be accommodated within the expenditure limits and it makes policy recommendations into an Education Sector Budget Framework Paper (ESBFP);

As part of the finalization of the budget consultative process at the sector level, the MOFPED organizes inter-ministerial consultations on the budget. The overall objective for the inter-ministerial consultations is to streamline the sector policy recommendations and iron out all the sector issues, which are of a crosscutting nature.

After the inter-ministerial consultations, the MOFPED consolidates the various Sector Budget Framework Papers (SBFPs) into the National Budget Framework Paper, which is referred to as the Macroeconomic Plan and Indicative Budget Framework (MPIBF). The MPIBF is submitted to Cabinet for approval before it is submitted to Parliament, by 1st April, as per the Budget Act (2000), for consideration.

As part of the budget consultative process, Parliament reviews the submission and provides its observations and recommendations. Working on behalf of Cabinet, the MOFPED considers the comments made by Parliament and revises the Indicative Budget Framework, which, among other things, forms the basis for the Budget Speech.

2.4.2 Resource mobilization and allocation to the education sector

Despite the limited resources available to it, the government of Uganda, particularly the NRM government has been committed to building a vibrant education sector. This commitment is manifested in the increased mobilization and allocation of funds to the education sector as well as the broad prioritisation of the education funding in the overall

national budget. Since fiscal year 1992/3 there has been a progressive increase in government spending on education as a share of the national budget.

There is evidently an upward trend in the size of the education budget (recurrent and development budget) having climbed from roughly 12% share of the general budget in 1992 to 17% in 2005/06. Currently, the education sector enjoys 31% of government recurrent discretionary expenditure of which at least 65% goes to primary education to cater for EFA. The overall share has tended to stabilize at this level under ESSP.

CHAPTER THREE

COMPREHENSIVE ANALYSIS OF BASIC EDUCATION IN UGANDA

3.1 Introduction

A comprehensive and systematic evaluation of primary education was done with respect to access, equity, quality and efficiency. This evaluation assessed achievements in relation to legislative commitments to the Convention of the Rights of the Child and the recommendations from EFA.

3.2 Access to basic education

All children should have access to education, regardless of their gender, nationality or ethnic background, cultural or language group, social stratum, area of residence, and so on. The problem of access manifests itself in several ways that include:

- Physical access, i.e. whether educational institutions are near enough to where pupils live, or if they are not, whether there exist realistic solutions for overcoming this problem such as free or affordable transportation or lodging;
- Access to language, i.e. access to schools that offer instruction in a language the pupil masters;
- Access to the school of one's choice;
- Equal access to various types of secondary school, including equal opportunities to access prestigious schools; and
- Access to quality education, for example, adequate school space, school equipment (lab equipment, audio-visual facilities, varied teaching tools, didactic tools), good teachers, availability of additional services (school canteens, health services, school psychologist and pedagogue services).

The major sub-sector indicators that are used to monitor access at primary level include the Gross Intake Ratio (GIR), Net Intake Ratio (NIR), Gross Enrolment Ratio (GER) and the Net Enrolment Ratio (NER). Computations of their numerical values are done based on the EMIS, UNEB, and the population census data obtained from UBOS. [Results on these indicators are given in detail in **Chapter Four**.]

Table 3 is a tabular exposition of the trends observed in the access indicators from the period 2000-2005.

Table 3: Cumulative progress for the primary sub-sector, 2000-2005

Indicator	2000	2001	2002	2003	2004	2005
Pupils enrolment (Government -aided primary schools)	5,351,099	5,917,216	6,575,827	6,835,525	6,687,574	6,491,260
Pupils enrolment (All primary schools)	6,559,013	6,900,916	7,354,153	7,633,314	7,377,292	7,152,099
Teachers on payroll (As of September 2005)	82,148	101,818	113,232	121,772	124,137	126,227
Enrolment growth rate	-	11%	11%	4%	-2%	-5%

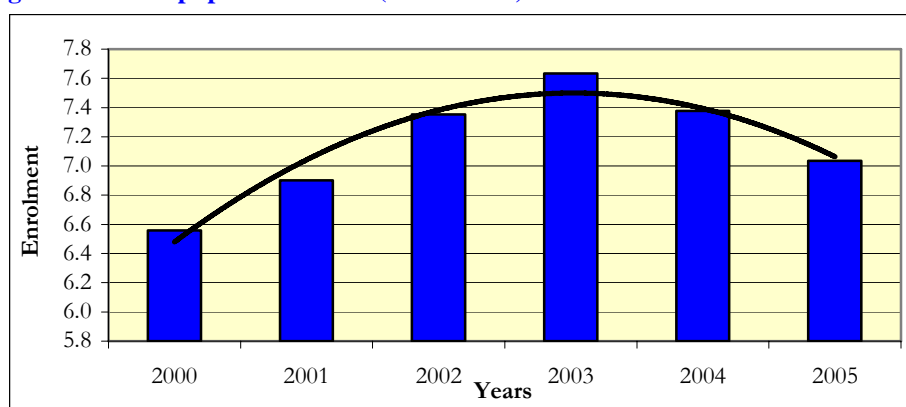
Source: EMIS, 2005.

It can be deduced from the tabulated data in **Table 3**, there was a steady increase in school enrolments between 2000 and 2003. However, between 2004 and 2005 the enrolment was still increasing but at a decreasing rate. This could be because:

1. The number of under and over-age children has been declining since UPE started;
2. Some children dropout before they completed P 7 (Grade 7); and,
3. The figures are based on 92% response rate.

A graphical representation of this downward trend in primary school enrolments is depicted in **Figure 4**.

Figure 4: Actual pupil enrolments (2000 - 2005)



Source: EMIS, 2005.

Table 4 gives a summary of new enrolment to primary schools by sex and age between 2003 and 2004. Results from **Table 4** indicate that the total enrolment of new entrants in primary education for all primary schools in the country dropped from 1,618,423 in 2003 to 1,594,055 in 2004. This is because entry to P 1 (Grade 1) is being largely driven by the appropriate age requirement i.e. pupils aged 6 years.

Table 4: New entrants to primary education by sex and age in 2003 and 2004

Year	Age	5 years	6 years	7 years	8 years	9 years	10 years	11 years	12 years	Grand total
2003	M	129,382	308,151	201,075	90,570	39,444	20,605	8,099	25,700	823,026
	F	135,368	303,138	196,259	82,902	34,683	17,923	7,192	17,927	795,394
	Grand total	264,751	611,287	397,334	173,475	74,129	38,527	15,291	43,629	1,618,423
2004	M	113,183	300,607	202,699	94,322	40,371	20,989	7,954	23,154	803,279
	F	119,296	304,976	195,083	88,913	35,378	17,745	6,907	22,478	790,776
	Grand total	232,471	605,583	397,782	183,235	75,749	38,734	14,861	45,632	1,594,055
2005	Grand total	62,098	649,490	435,145	193,995	77,068	36,003	12,694	19,181	1,485,674

Source: EMIS,

It can be observed that the under-age group constituted 16%, 14% and 4% of the P 1 (Grade 1) enrolment in 2003, 2004 and 2005, respectively.

It is noted in **Table 5** that there were increases in enrolment in pre-primary between 2000 and 2002 (58,572 males and 39,676 females) but enrolment started to decline between 2003 and 2004, respectively. The enrolment in the pre-primary sub-sector declined from

64,484 in 2003 to 41,775 in 2004. The decline was partially attributed to failure of some ECD centers to submit the statistical returns.

Table 5: Enrolment in pre-primary level in 2000 and 2004

Class	2001			2002			2003			2004		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Lower/Baby Class	11,366	11,498	22,864	15,758	16,205	31,963	12,646	12,879	25,525	8,497	8,582	17,079
Middle Class	7,680	7,872	15,552	10,946	11,176	22,122	8,892	8,563	17,455	5,556	5,636	11,192
Top Class	9,931	10,225	20,156	11,877	12,295	24,172	10,610	10,894	21,504	6,543	6,961	13,504
Total	28,377	29,595	58,572	38,581	39,676	78,257	32,148	32,336	64,484	20,596	21,179	41,775

Source: EMIS 2005

3.3 Equity of education

Besides guaranteeing equal availability of education, equity in education also entails creating realistic possibilities for all children to participate in primary education. Without discrimination, and ensuring that all ultimately complete their primary school education and acquire the necessary basic quantum of knowledge and skills. It should also be possible for everyone to continue with his or her education.

For children from social, cultural and ethnic groups or families that do not offer favourable conditions for the development and education of their children, the equity of education must imply a set of so-called 'positive discriminatory' measures, e.g. the creation of favourable conditions that help with their success in education.

Key initiatives implemented to address the issue of equity in the education sector include among others:

(i) Provision of education for children in conflict areas through:

- Provision of food by WFP for children in selected primary schools under the WFP in the districts affected by insurgency. In addition, modalities including a road map for WFP and MOES to implement the Home Grown School Feeding programme is in place.
- Construction of temporary structures and semi-permanent structures in IDPC to cater for the UPE school-going children.

(ii) Special needs education/ Career guidance and counselling

Before UPE, a few schools for children with disabilities were working hard to meet their needs but most of such children were out of school. Today, the situation has changed. Special needs schools benefit from UPE funds. Even more significantly, children with disabilities are being integrated into normal schools through an inclusion approach. The number of children with special needs in school was 26,429 before UPE but had increased to 218,380 by end of 2004.

EMIS data further indicates that enrolment of pupils with special needs in primary schools increased from 157,920 in 2000 to 247,953 (133,487 males and 114,466 females) in 2003. However, this declined to 218,380 (117,002 males and 101,378 females) in 2004 and to 182,350 (98,469 males and 83,881 females). **Table 6** reflects changes in enrolments in this sub-sector during the period under review.

Table 6: Enrolments of pupils/students with special learning needs

	Primary		
	Boys	Girls	Total
2000	87,861	70,059	157,920
2001	95,519	77,624	173,143
2002	117,824	100,462	218,286
2003	133,487	114,466	247,953
2004	117,002	101,378	218,380
2005	98,469	83,881	182,350

Source: EMIS, 2005.

The apparent decline in enrolment at the primary level is attributed to the improper assessment of pupils in schools. Some pupils were wrongly assessed as children with special learning needs when they are actually normal and vice versa.

The initiatives undertaken have proved to be a boom to the girl child as they have secured the survival and participation of the girl-child in schooling education efforts. These interventions have not only socially and emotionally helped children to cope with their mishaps but they have also motivated them to stay in schools and encouraged them to behave normally like all other children/students.

Finally, to manage this new inclusive education, 3,663 teachers have been trained and acquired skills on living and working together peacefully and consequently, pupils have been encouraged to live peacefully with each other thus morals have been deeply inculcated in schools.

3.4 Quality of education

Quality is a key parameter for the assessment of any educational system. Access to education and the participation of the population in the educational process, by themselves, are not enough to guarantee that education will bring about the planned effects. For this reason each educational system is assessed according to various indicators of quality such as:

- i. **Quality of the learning environment** --- quality of the school as a physical and healthy environment, bringing about conditions for the functioning of school canteens and school health services; school as a friendly environment without violence and hostility; school as a drug-free environment; well-equipped schools that offer facilities for a wide range of curricular and extra-curricular activities, etc;
- ii. **Quality of curricula and their content** --- programmes to acquire basic academic knowledge and skills that make possible further education after primary school; programmes to acquire knowledge and skills that are important in everyday life; the process of tuning programme content and its exposition to learner age and level of

development; relevance of the programme for the environment in which the learner lives and learns; programme that prepare children for their future calling, etc.;

- iii. **Quality of the teaching/learning process** --- quality of the teachers that serve as intermediaries between learners and knowledge; child-centered learning process; participatory and interactive teaching/learning methods; focusing the education process on the achievements of learners and not on the pure delivery of the required school programme; the use of formative methods for the grading of learners;
- iv. **Quality of learning achievements** --- the elimination of mechanical and rote learning and of meaningless repetition; ensuring permanent learning achievements that may be actively used in further education and in life in general; concentrating on literacy in the wider sense of that term-basic literacy in expressing oneself and utilizing written media, mathematical literacy, natural science literacy, computer literacy, visual and media literacy.

The final outcome of a quality education is to enable learners to use their newly attained basic knowledge and skills outside the school context. **Table 7** shows trends a number of key quality indicators and the progress made in the achievement of quality since 2000.

Table 7: Trends in quality indicators of primary education – 2000 to 2005

SN	Indicator	Source of Data	Actual 2000	Actual 2001	Actual 2002	Actual 2003	Actual 2004	Actual 2005
1.	Pupil teacher ratio:	EMIS	50:1	58:1	55:1	56:1	58:1	51:1
2.	(i). Percentage of pupils reaching defined level of competency in literacy at :	NAPE UNEB						
	(a) Primary 3		18%	N/A	N/A	34.3%	N/A	38%
	(b) Primary 6	13%	N/A	N/A	20.5%	N/A	30%	
	(ii). Percentage of pupils reaching defined level of competency in numeracy at :							
	(a) Primary 3		39%	N/A	N/A	42.9%	N/A	41%
	(b) Primary 6		41%	N/A	N/A	20.5%	N/A	33%
3.	Pupil classroom ratio	EMIS		90:1	94:1	94:1	97:1	79:1
4.	Pupil textbook ratio (Overall)	EMIS	3:1	2.46	3:1	3:1	3:1	2:1
5.	Survival rate to Grade 5 (percentage of a pupil cohort actually reaching a grade)	EMIS	88.4%	58.5%	68.3%	52%	56%	52%
	(a) Boys		88.3%	58.9%	65.9%	52%	57%	52%
	(b) Girls		88.5%	58.0%	70.8%	51%	56.6%	53%
6.	Completion rate- Grade 7	UNEB		62.9%	49.1%	56%	60%	63%
	(a) Boys	UBOS		71.1%	58.8%	66%	71%	
	(b)Girls			54.9%	41.0%	47%	51%	

Source: EMIS, 2005.

Results from **Table 7** show that the survival rate to Grade 5 is still poor. Few pupils still survive up to Grade 5, for example, the survival rate in 2000 was at 88.4% but had declined to 52% in 2005. The major reason for the decline in the proportion of children surviving up to Grade 5 is said to be due to drop out of children. Furthermore, figures show that the completion rate has increased from 62.9% in 2000 to 63% in 2005.

Key initiatives undertaken to improve the issue of quality in the education sector include among others:

3.4.1 Quality of instructional materials

As can be observed from **Table 8** and **Table 9**, instructional materials given to primary schools include: core text books, teacher's guides, supplementary textbooks and basic teachers' professional references and pedagogic materials, pupils' basic reference books (atlas and dictionaries), supplementary reading books and learning aids specifically wall charts. All these efforts are aimed at ensuring quality and equity through improving access and usage of scholastic materials.

With the introduction of UPE, there were massive enrolments in all government schools. This resulted in inadequacies in the provision of instructional materials. Old textbooks got worn out and pupils were sharing available materials in groups for some schools, some pupils wrote on the floor/sand and teachers wrote on ordinary boards. In order to cater for the instructional needs of the pupils, government increased its spending to supply instructional materials, strengthen the Instructional Materials Unit. However in some years, the supply was affected by the curriculum review, which necessitated the review of the instructional materials. In fiscal year 2005/06 there was no procurement of textbooks because the curriculum is under review. A new thematic curriculum will be operational in 2007 beginning with P 1 (Grade 1) to P 3 (Grade 3).

Table 8: Availability of core textbooks in primary schools between 2000 and 2004

Subject	2000	2001	2002	2003	2004
English	2,019,026	2,267,152	2,006,926	2,027,724	2,517,065
Mathematics	1,661,493	1,911,221	2,021,479	1,992,040	2,524,980
Science	1,715,677	1,925,203	1,918,722	1,807,037	2,367,499
Social studies	1,174,759	1,386,653	1,449,453	1,437,983	2,032,782
Total	6,570,955	7,490,229	7,396,580	7,264,784	9,442,326

Source: Education statistical abstract..

Teachers were provided with guides for each subject to enhance instruction. These were provided alongside textbooks, see **Table 9**.

Table 9: Number of teachers' guides provided between 2000 and 2004

Subjects	2000	2001	2002	2003	2004
English	176,026	185,218	174,317	178,624	179,690
Mathematics	168,974	176,656	183,336	185,112	189,218
Science	161,759	170,010	180,195	167,879	174,060
Social studies	131,052	141,649	148,449	148,357	157,674
Total	637,811	673,533	686,297	679,972	700,642

Source: Educational statistical abstracts.

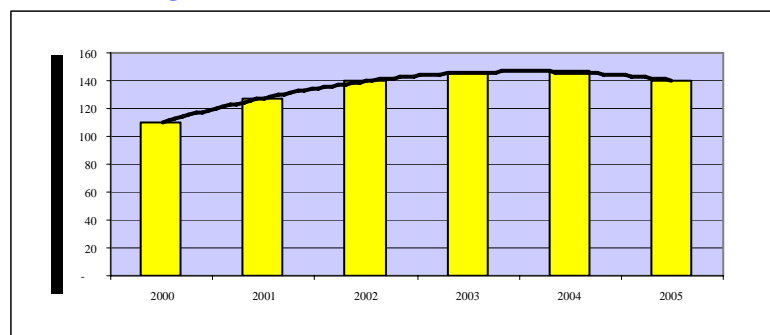
In order to improve the quality of learning, the MOES has been allocating substantial amounts of its budget for purchasing of textbooks or instructional materials, which include; core textbooks and teachers' guides for English, Maths, Integrated Science,

Social Studies, Religious Studies, Religious Education, Agriculture, dictionaries, and atlases. As a result, on average, the pupil textbook ratio reduced to 3:1 and 1:1 in some schools.

3.4.2 Teacher recruitment

Initially, when UPE began, there were not enough teachers to cope with the sudden influx of pupils into primary schools. In 1996 the number of teachers on the payroll was 81,564 but by the end of November 2005, the number had grown to 129,024 teachers on the payroll representing a percentage increase of 58%. Results also indicate that the number of teachers who had accessed the payroll between 2000 and 2005 grew at a diminishing rate. **Figures 5** and **Figure 6** are diagrammatic expositions of increments in the teaching workforce both in absolute and proportional terms, respectively.

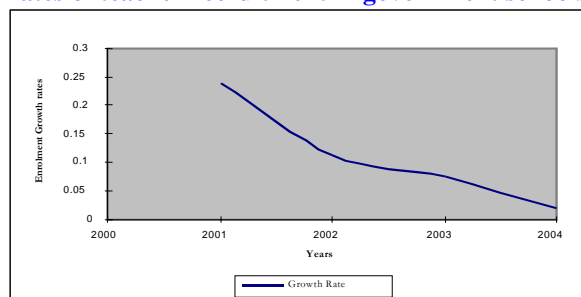
Figure 5: Number of teachers (2000 - 2005)



Source: EMIS, 2005.

The decline in the rate of teacher recruitment and PTRs was expected because the original enrolment and teacher employment gaps have been narrowed.

Figure 6: Rates of teacher recruitment in government schools (2000-2005)



Source: EMIS, 2005.

Furthermore, the decline in pupil teacher ratios (PTR) and pupil classroom ratios (PCRs), coupled with the increase in the percentage number of pupils mastering the requisite literacy and numeracy skills as well as the observed increase in P 7 (Grade 7) completion rates, is an affirmation that the sector is on the right track in its bid to uplift the quality of primary education in the country.

Finally, the percentage of pupils reaching desirable levels of competency in literacy in Primary 3 and Primary 6 increased from 18% and 13% in 2000 to 38% and 30% respectively in 2005. In numeracy in Primary 3, it increased from 39% in 2000 to 41% in 2005 and for Primary 6, reduced from 41% in 2000 to 33% in 2005 respectively.

3.5 Education efficiency

There are a whole range of indicators that are used to determine the efficiency of an educational system, such as:

- The enrolment rate of each generation and for all parts of the population;
- The dropout rate during schooling;
- The completion rate for each grade or each educational level;
- The continuation rate from lower to higher levels;
- The repetition rate; and
- Learner achievements expressed and measured by teacher marks or by different types of achievement tests.

A wide variety of systems exist to assess learner achievements and compare them to international efficiency (at least in those subjects and fields that have a more universal character, such as literacy, numeracy and life skills) e.g. MLA and SACMEQ.

In determining the efficiency of an educational system and of individual educational institutions, the main problem is how to make an assessment of so-called educational added value, e.g., the contribution of the educational system, of an individual school, of an individual teacher and even of a specific teaching method or the use of Information-Communication Technology (ICT) to the final learner achievement. In doing this it is important to bear in mind such input differences as individual learner capabilities or the learner's family. For example, the success of learners from families whose parents are university educated, or of learners in mathematical high schools cannot be treated solely as the result of the school or the teachers. On the other hand, sometimes even small progress in the achievements of learners from socially and economically disadvantaged families is an indication of an increase in the educational efficiency of a school.

The fundamental question of the efficiency of an educational system is treated as a cost-benefit analysis, e.g., an analysis of the rationality of choosing specific solutions within the educational system based on a determination of the price attached to the realization of these goals, and the value of the goals, once realized. It is important to note that not only financial or economic issues are involved in this 'cost'. For example, from a purely economic point of view, the education of small national minority communities is quite expensive. However, it can be justified from one viewpoint of the equality of all national groups. This evaluation could not present an in-depth cost-benefit analysis pertaining to all aspects of education. Rather, we shall only analyse certain important aspects such as drop-outs and repetition rates.

3.5.1 School dropout

Before 2002, dropout rates were expressed as a ratio of dropouts to the enrolments of the previous year. Head teachers used to report on children who have dropped out. However, it was difficult for the head teacher to identify dropouts and those transferring to other schools.

Currently, dropout rates are calculated basing on pupil's who sit for exams in Term 1 and Term 3. If a child is enrolled and sits exams in first term but does not appear for exams in the third term, it is concluded that he/she has dropped out of school.

The rate of pupils dropping from school has been reducing, until 2003 when it started to increase. Details on the drop out rates from 1997 to 2003 for P 1 (Grade 1) to P 7 (Grade 7) disaggregated by gender are shown in **Table 10**.

Table 10: Dropout rates from 2000 to 2003 for different grades disaggregated by gender

Year	% Dropouts																							
	P1			P2			P3			P4			P5			P6			P7			Total		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	F	M	T
2000	5.2	5.1	5.2	4	4.1	4	4.3	4.2	4.3	4.3	4.5	4.4	4.9	5.7	5.3	5.8	7.6	6.6	6.7	8.2	7.3	4.8	5.1	5.0
2001	5.5	5.3	5.4	4.5	4.6	4.6	3.9	3.8	3.8	4	4.2	4.1	4.7	5.3	5	5.8	7.2	6.4	6.9	8.9	7.8	4.9	5.1	5.0
2002	5.2	5	5.1	4.3	4.4	4.3	3.7	3.7	3.7	3.8	3.9	3.8	4.3	4.9	4.6	5.5	6.9	6.2	6.4	8.1	7.1	4.6	4.8	4.7
2003	5.1	5.2	5.1	5.9	6.3	6.1	6.1	6.3	6.2	6.3	6.1	6.2	6.2	5.9	6.1	6.2	6.4	6.3	8	8.4	8.2	6	6.1	6.1

Source: EMIS data, MOES.

Legend M: Male F: Female

Since 1997, there has been a decline in the number of pupils who drop out of schools until 2002 when it started increasing. However, for all years since 2000, the number of girls who dropout of school is higher than that of boys.

(a) Causes of school dropouts

Reports from studies like *Participatory Poverty Assessment, Uganda National Household Survey, Ed Data Survey 2001, Attendance Patterns and Causes of Drop-out in Primary Schools in Uganda 2002*, etc. give comprehensive information about causes of drop-out combined with absenteeism and lists the following as the key causes of drop-out:

- i. Majority of children dropped out because of costs and this proportion rose from 56% in 1999/2000 to 63% in 2002/2003. Despite the UPE policy under which government covers fees, costs borne by parents (e.g., exercise books, pens, uniforms, top-up for teachers' salaries, building funds, lunch fees, registration fees, monthly test fees) remain a major cause of drop out.
- ii. The nature and status of the household from which the child comes;

- iii. The nature and administration of the school from which the child has dropped, as well as the nature, behaviour, motivation and training of the teachers in that school;
- iv. The nature and management of the education system; and
- v. The nature and behaviour of the community from which the child comes, as well as the nature and behaviour of the community surrounding the school.

3.5.2 Repetition

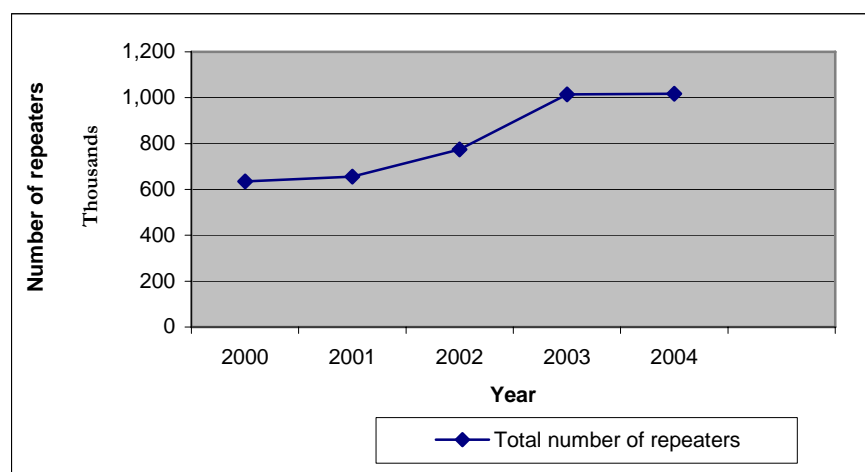
Information concerning repetition for different levels from 2000 to 2004 disaggregated by gender has been presented in **Table 11** and illustrated in **Figure 7**.

Table 11: Number of repeaters from 2000 to 2004

Year		P.1	P.2	P.3	P.4	P.5	P.6	P.7	Total
2000	Male	104,220	56,616	55,407	38,855	31,772	28,115	18,360	333,345
	Female	96,473	52,329	52,897	36,151	29,057	24,411	10,358	301,676
	Total	200,693	108,945	108,304	75,006	60,829	52,526	28,718	635,021
2001	Male	103,906	55,629	54,138	43,911	33,542	29,282	21,410	341,818
	Female	97,369	51,496	51,715	42,450	31,931	26,150	12,933	314,044
	Total	201,275	107,125	105,853	86,361	65,473	55,432	34,343	655,862
2002	Male	120,667	60,454	62,096	54,905	44,480	35,960	23,169	401,731
	Female	113,807	55,786	59,262	52,788	43,201	32,948	14,791	372,583
	Total	234,474	116,240	121,358	107,693	87,681	68,908	37,960	774,314
2003	Male	151,951	75,770	78,572	71,394	63,293	51,357	29,250	521,587
	Female	144,519	70,457	75,024	70,389	62,412	49,066	20,818	492,685
	Total	296,470	146,227	153,596	141,783	125,705	100,423	50,068	1,014,272
2004	Male	149,716	76,737	79,201	71,376	64,014	53,468	27,621	522,133
	Female	141,209	71,451	75,022	70,612	64,396	52,545	20,205	495,440
	Total	290,925	148,188	154,223	141,988	128,410	106,013	47,826	1,017,573

Source: EMIS data, MOES.

Figure 7: Number of repeaters



From the **Figure 7**, it can be observed that the total number of repeaters increased from 635,021 in 2000 to 1,017,573 in 2004. It is important to note that the number of repeaters decreases as one moves to higher levels. Results also show that Primary 1 has the highest number of repeaters because some of the children who enter before they are of official age do not make it to Primary 2.

(a) Causes of repetition

Repetition arises when a child repeats a class. Usually this is caused by a child's poor performance in examinations at the end of the year. Results from the *Education Annual School Censuses* and the *Study on the Attendance Patterns and Causes of Dropout in Primary Schools in Uganda 2002* indicate that some of the major causes of repetition are: rampant absenteeism; poor academic performance; pupils do not value education; lack of scholastic materials; slow learners; domestic work; delinquent behaviour; premature sexual distractions; learners bias about certain subjects like Mathematics and English; disabilities like physical, mental, hearing and visual impairments.

3.6 Assessment of learning achievements

The sudden increase in the number of pupils in primary schools on the introduction of UPE could have brought challenges such as: high pupil-teacher ratio, poor academic background of some teachers, use of inappropriate methodology in the instructional process, shortage of instructional materials, inadequate classroom space, under-utilization of instructional time and irregular inspection and supervision. The large class sizes made it almost impossible for teachers to teach skills such as reading which require individual attention. What is more, homework was generally not being assigned because of the heavy workloads most teachers had. If homework was given, it was either not marked at all or not properly marked.

The year 2003 was peculiar in that the war in the northern part of the country had escalated and a number of pupils left their schools in search for safety in other parts of the country, usually town centres. Studies have shown that numeracy seemed to have been affected more than literacy. Possibly due to the hierarchical nature of the subject which requires one to have mastered pre-requisite concepts before a new one is introduced. If a pupil got displaced in a school where such pre-requisite topics had already been covered, it would be difficult for them to catch up.

Government has been and is still putting in concerted efforts in an attempt to gradually alleviate the challenges posed by UPE and the war. To ensure efficiency and effectiveness, not only have more teachers been recruited and trained, but also salaries of the teachers have been revised upwards. In addition, new classrooms have been constructed, existing ones rehabilitated and revamped. The MOES has also provided desks and procured and distributed instructional materials to primary schools. These efforts seem to have paid dividends, as since 2003, there have been steady improvements,

as reflected by slightly higher percentages of pupils being rated proficient in both learning areas.

3.7 Conclusions

The MOES has taken a number of steps in order to reduce wastage in the education system.

- (i) MOES commissioned a study to investigate the causes of irregular attendance patterns and dropout in primary schools in 2002 and to get views from various stakeholders about possible remedies.
- (ii) MOES held a National Conference on UPE for stakeholders (International Conference Center, 13-14 August 2003). The purpose was to provide a forum for all actors to evolve mechanisms for strengthening roles and responsibilities in the implementation of UPE.
- (iii) MOES launched a UPE multi-media advocacy campaign to sensitize the parents, community and schools in the implementation of UPE programme. In 2003/04, UPE advocacy workshops and education rallies (Barazas) were held in five regions of the country; East, West, North, Central and West Nile. The issues discussed among others included roles of each stakeholder in reducing repetition and drop out in primary school.
- (iv) In an attempt to improve reliability of data, school attendance and records management, the MOES introduced standard school registers to keep correct attendance records. Schools are expected to have recorded all pupils in the registers and daily roll calls must be unconditionally made.
- (v) The Ministry has introduced the **Pupil Identification Number (PIN)** as part of the sectoral overall strategy for quality enhancement to increase the impact of the UPE programme through more efficient proper targeting of beneficiaries. Every pupil in the school system is allocated a unique number. The project is focused on strengthening monitoring and resource management systems for UPE Capitation Grants throughout the country to ensure that children who are the real beneficiaries actually benefit from the funds disbursed under UPE. The system monitors pupils' flows and participation in the education system. The PIN is expected to enable MOES to effectively identify pupil flows through cohort analysis, to accurately determine dropouts, completion, transfers, transition to other levels, and repetition. It also enhances accountability and ownership of pupil data by districts and schools and enhances on reliability. It is computer based high security system, which is used to verify pupil information.
- (vi) The Ministry conducted a school mapping exercise with an objective of improving the credibility of the EMIS data by correcting the schools base/registry for future data collections.
- (vi) In an effort to reduce wastage in the education system, the Ministry recently conducted a national stakeholders' workshop on the progress in the implementation of EFA/MDGs (18 to 20 June 2006). The participants included:

religious foundation bodies, *Forum for Education* in conflict areas, local governments not performing well. The workshop agreed on a number of concrete remedial recommendations with solutions that will accelerate the improvement in achieving EFA goals.

CHAPTER FOUR

MONITORING AND EVALUATION OF EFA IMPLEMENTATION IN UGANDA SINCE DAKAR 2000

4.1 Progress in the EFA implementation since Dakar 2000

Education For All (EFA) has been on the global agenda since 1990 when at the Jomtien, Thailand, the *World Conference on Education For All* pledged to achieve UPE by 2000. In 2000 at the World Education Forum (Dakar, Senegal), 164 countries reaffirmed themselves to the EFA goals by adopting the *Dakar Framework for Action*, which commits governments to achieving quality basic education for all by 2015 or earlier with emphasis on the six EFA goals.

Education is a fundamental human right. It is the key to sustainable development, peace and stability within and among countries, and thus an indispensable means for effective participation in the societies and economies of the twenty-first century, which are affected by rapid globalization. Achieving EFA goals should be postponed no longer but rather be realized by 2015. The progress Uganda has made in the implementation of the goals is presented hereunder.

4.1.1 Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children

ECD is the process by which young children grow and flourish physically, mentally, emotionally, morally and socially. This process begins when the child is conceived and continues until the child is eight years. Uganda recognizes that ECD is key in human development and therefore promotes and supports ECD interventions through ministries and other partners.

The MOES is responsible for making policies, development of the curriculum, guidelines, training of teachers and the caregivers, coordination and monitoring of ECD interventions in the education sector. The soundness of ECD in the Education Sector in view of current conditions therefore is reflected in the existence of the Department for Pre-primary and Primary Education, the draft ECD policy, the draft ECD guidelines, the draft ECD learning framework produced by the NCDC, production and distribution of non-book materials to Primary 1 and Primary 2 classes in government-aided schools. Other achievements have been the initiation of a teacher training programme for ECD tutors and teachers at Institute of Teacher Education Kyambogo (ITEK) currently known as Kyambogo University, training ECD tutors at degree, diploma and certificate levels at Kyambogo University.

However, day care centers, which exist, are concentrated in urban areas. Caregivers are not well-trained and therefore ECD issues are not adequately observed. Currently, there

are many ECD centres (nurseries, day-care centres and kindergartens) in and around municipalities and towns.

Table 12: Ownership of pre-primary schools by registry status by the year 2004

Registry status	Government affiliates	Private schools	Community schools	Not reported	Total schools
Registered	58	54	11	1	124
Licensed	55	62	10	1	128
Not registered	74	125	55	4	258
Not reported	8	9	6	5	28
Total	195	250	82	11	538

Source: MOES, Statistical Abstract 2004.

From **Table 12**, it is observed that majority of the pre-primary schools are owned by private individuals (250 schools representing 46.4%). It is also observed that those pre-primary schools which are affiliated to government (195) represent 36% of the total pre-primary schools in the country. The smallest number (82) representing 15% of schools is owned by the community. The reason why private owners are more is said to be due to the fact that the private owners are profit-oriented and that is why big ownership is by private individuals.

A further analysis by founding body in **Table 13** indicates that majority of the pre-primary schools are founded by parents (141 representing 26%). It is also observed that 18.2% of the schools are owned by entrepreneurs while 4% of the schools are government affiliates. This is a clear manifestation that government does not have a big hand in the establishment of the pre-primary schools.

Table 13: Pre-primary count of all schools by foundation body

S/N	Foundation Body	Number of schools	% age by founding body
1	Government affiliates	20	3.7
2	Church of Uganda	31	5.8
3	Catholic	62	11.5
4	Islamic	33	6.13
5	Seventh Day Adventist	87	16.2
6	Parents	141	26.2
7	Entrepreneurs	98	18.2
8	Others	41	7.62
9	Not reported	25	4.65
	Total	538	100

Source; Statistical Abstract 2004.

The number of children enrolling in the nursery schools has also increased as reflected in **Table 14**. In 2001 the pupil enrolment in the pre-primary sub-sector was 58,572 and kept increasing until 2003 when it dropped from 78,257 in 2002 to 64,484 in 2003. The decline in enrolment is mainly attributed to failure by some pre-primary centers to return statistical forms to education Planning Department for analysis . Furthermore, results indicate that the number of girls is more than that of boys in all the years.

Table 14: Enrolment in pre-primary level in 2001 and 2004

Class	2001			2002			2003			2004		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
Lower/Baby Class	11,366	11,498	22,864	15,758	16,205	31,963	12,646	12,879	25,525	8,497	8,582	17,079
Middle Class	7,680	7,872	15,552	10,946	11,176	22,122	8,892	8,563	17,455	5,556	5,636	11,192
Top Class	9,931	10,225	20,156	11,877	12,295	24,172	10,610	10,894	21,504	6,543	6,961	13,504
Total	28,377	29,595	58,572	38,581	39,676	78,257	32,148	32,336	64,484	20,596	21,179	41,775

Source: EMIS 2005.

In the expansion of ECD, the key indicators for monitoring progress are GER and GIR.

Table 15 gives the trends in the pre-primary sub-sector.

Table 15: Trends in primary education sub sector indicators for access

Indicator	Status 2000	Status 2001	Status 2002	Status 2003	Status 2004	Status 2005
1. Gross Enrolment Ratio (GER)	NA	NA	NA	3.21%	2.24%	N/A
Proportion of pupils attending Nursery schools (Baby to Top Class) to the number of children aged 3-5 in the entire population						
a) Boys	NA	NA	NA	3.12%	2.21%	N/A
b) Girls	NA	NA	NA	3.30%	2.26%	N/A
2. Apparent Gross Intake Rate (GIR): New entrants in primary grade 1 regardless of age as a percentage of the population of official entry age:	192%	194%	155%	170%	150%	149%
(a) Boys						
(b) Girls	191%	193%	152%	151%	158%	153%
	191%	195%	158%	148%	160%	146%

Source: EMIS 2005. NA=Not Available.

It is observed the gross enrolment ratio (GER) is still very low. There are very few children who enrol in the nursery schools. This is attributed to the fact that there are few ECD centers in the country and the few available are concentrated in the towns and municipalities. More so, it is attributed to the fact that ECD programmes are not free. Therefore, few parents can afford to meet the cost.

Regarding GIR, it can be observed that the number of new entrants into Grade 1 has improved from 192% in 2000 to 149% in 2004. This is attributed to the fact that the number of over-age children has now reduced and there are more children of the correct age entering into Grade 1. It is also noted that the reduction in the number of over-age children is in favour of the girls (e.g. 191% in 2000 to 146% in 2004 for girls compared to 191% in 2000 to 153% in 2004 for boys).

4.1.2 Ensure 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

Primary education is among the basic requirements for a full life and a strategy for poverty reduction in today's world. Therefore, as one of the key strategies for poverty

eradication in the country, government has since early 1990s pursued policies intended to expand access to all levels of the education system, with a special emphasis placed on primary education because it directly benefits the poor. Consequently, in 1997 UPE was launched and has been implemented since then. Its main objectives are to address inequality in the country and improve on the quality of life of its beneficiaries.

Although UPE was initially meant for four children per family, the policy was later changed to target all school-going-age children. Clearly, the implementation of UPE has opened up the education space for the children especially of the poor to access free education.

The education sector is one of the most successful sectors in Uganda in terms of reach and impact of its service delivery especially during the eight years of UPE implementation. **Table 16** indicates that the main achievement of UPE has been a surge in gross enrolment in primary schools. At the end of 2000, there were 6.5 million registered primary school children; this figure increased to over 7.3 million in 2005 an increase of 12.3%.

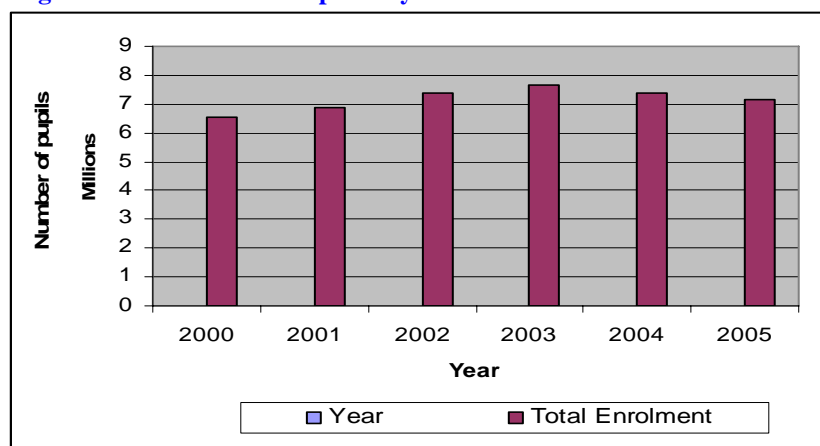
Table 16: Trends in enrolment in all primary schools

Enrolment	2000	2001	2002	2003	2004	2005
Male	3,395,554	3,528,035	3,721,135	3,872,589	3,732,928	3,606,778
Female	3,163,459	3,372,881	3,633,018	3,760,725	3,644,364	3,545,099
Total	6,559,013	6,900,916	7,354,153	7,633,314	7,377,292	7,152,099

Source: EMIS, 2005.

The increase in enrolment from 6.5 million in 2000 to 7.3 million in 2005 is illustrated diagrammatically in **Figure 8**.

Figure 8: Enrolment in all primary schools



Source: EMIS data, 2005.

Other indicators that are used to monitor access at primary level include the gross enrolment ratio (GER) and net enrolment ratio (NER) and those that are used to measure

changes in quality outcome include survival rates to Primary 5 and Primary 7 completion rates.

At the same time, the proportion of children successfully completing Primary 7 has reduced from 71.9% in 2000 to 51% in 2005. This surpassed the target of 60% that the ministry had set for itself for 2004. However, the completion rate of boys for Primary 7 is still higher than that of girls (72% for boys and 54% for girls).

Table 17: Trends in primary education sub-sector indicators for access

Indicator	Status 2000	Status 2001	Status 2002	Status 2003	Status 2004	Status 2005
1. Net intake rate (NIR):	69.9%	70%	57.8%	65%	60%	65%
(a) Boys	69%	69%	55.9%	65%	58%	66%
(b) Girls	70%	72%	59.7%	64%	63%	65%
2. Gross enrolment ratio (GER) Proportion of pupils attending primary schools (P1-P7) to the number of children aged 6-12 in the entire population	128%	130%	126.3%	127%	124%	118%
a) Boys	132%	133%	128.4%	130%	126%	119%
b) Girls	124%	127%	124.2%	125%	122%	117%
3. Net enrolment ratio (NER) A ratio of primary school children aged 6-12 years to the number of children of the same age range in the population. Ten districts within the poorest quartile will be targeted	85.5%	86.5%	84.8%	86.7%	88.7%	93.01%
a) Boys	88.8%	87%	83%	87.0%	88.8%	95.6%
b) Girls	82.3%	86%	99.8%	86.4%	88.6%	92.4%
4. Public current expenditure on primary education as a percentage of GDP	2.10%	2.20%	2.23%	2.20%	1.9%	1.9%
5. Primary as a percentage of total public education expenditure	69.7%	72.0%	69.3%	66.7%	68.4%	66.2%
6. percentage of qualified primary school teachers	89.5%	77%	99.55%	93.1%	92%	93%
(a) Male	90%	75%	91.43%	93.8%	93%	94%
(b) Female	89%	80%	89.06%	92.0%	91%	92%
7. % of qualified primary school teachers certified to teach according to national standards	81.5%	75%	74%	78.7%	79%	84%
(a) Male	80%	73%	73%	81.4%	77%	84%
(b) Female	83%	78%	77%	77.1%	81%	86%

Source: EMIS, 2005.

There is an observed improvement in the proportion of pupils enrolling into Primary 1 during the year 2000 (69.9% to 70% in 2001) slightly declined to 57.8% in 2002. However, the NIR then picked up to 65% in 2003 and 2005.

It can also be observed that the GER has improved from 128% in 2000 to 118% in 2005 with girls having the lowest. This is due to the fact that there are more children aged 6 to 12 attending primary schools.

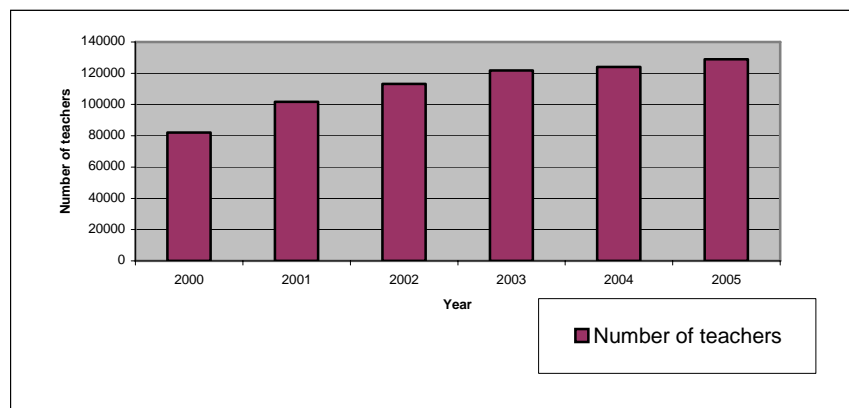
The net enrolment ratio (NER) has been steadily improving since 2000. In the year 2000, the ratio of children aged 6 to 12 years to the number of children of the same age in the

entire population was 85.5%. This has since then improved to 93% in the year 2005. The implication of this is that there are now more children aged 6 to 12 years in the primary school system. This is therefore an indication that the country is likely to achieve 100% of children attending primary schools before 2015.

The MOES has had an increased number of qualified teachers up to 99.55% by the year 2002. However, this number dropped from 93.1% in 2003 to 93% in 2005. The reason for the decline could be due to the fact that between 2000 and 2004, many teachers have been trained under the Teachers Development Management System (TDMS).

It should also be noted that the pupil teacher ratio (PTR) has been going down and now stands at 51:1. This can be attributed to the increased number of teachers (82,148 in 2000 to 126,227 in 2005) on government payroll thus leading to a percentage increase of 65.1%. **Figure 9** shows the increments in the teaching workforce.

Figure 9: Number of teachers (2000-2005)



Source: EMIS, 2005.

The percentage of qualified primary school teachers certified to teach according to national standards has been declining from 81.5% in 2000 to 74% in 2002. However, this started to increase in 2003 and 2004, 78.7 and 79% respectively. Important to note is that the proportion of qualified teachers is higher than the proportion of teachers certified to teach according to national standards. The difference could be due to the recent validation exercise that took place in the local governments.

The public current expenditure on primary education as the percentage of GDP has been progressively declining. In 2000 the percentage of GDP public current expenditure on primary education was 2.1% and this declined to 1.9% in 2005. Results from **Table 17** also show that the percentage of total public expenditure on education has been varying since the year 2000 from 69.7% to 66.2% in 2005.

Another initiative to include all children in different circumstances to have access and complete primary cycle is non-formal education. Government provides non-formal education largely for children who still do not access education for various reasons such as social, economic and environmental. These include over-age children, children in

pastoral areas and fishing villages and those in labour who are too old to return to school. Several initiatives have been undertaken by government in collaboration with other stakeholders with a view to enable the out-of-school youth to benefit from education through alternative education delivery modalities. These include: Alternative Basic Education for Karamoja (ABEK), Complementary Opportunities for Primary Education (COPE), Basic Education for Urban Poverty Areas (BEUPA), Child-centred Alternative Non-formal Community Based Education (CHANCE), Empowering Lifelong Skills Education in Masindi (ELSE). NGOs have made a tremendous contribution in this field and currently the enrolment in non-formal programmes stands to over 32,390 boys and 37,750 girls in non-formal education centers.

Table 18: Status of non-formal education programmes

NFE programme	No. centers	No. learners			No. instructors		
		M	F	Total	M	F	Total
ABEK							
Kotido	86	7,527	10,493	18,020	136	36	172
Moroto	110	5,752	7,898	13,650	183	37	220
Nakapiripiriti	12	788	735	1,523	20	4	24
Sub Total	208	14067	19,126	33,193	339	77	416
BEUPA	72	1,123	2,780	4,903	65	111	176
CHANCE	64	1,104	1,196	2,300	40	47	87
COPE	161	4,899	4,719	9,618	191	138	329
ELSE	21	1,368	1,446	2,814	37	19	56
NFE Mubende	131	8,829	8,483	17,312	156	104	260
Total	657	32,390	37,750	70,140	824	496	1324

Source: Assorted non-formal programme documents and fieldwork, September 2004.

In addition, government has taken a decision to;

- Provide UPE Capitation Grants, School Facilities Grants (SFG), and Instructional Materials Grants based on the UPE guidelines.
- Recruit instructors and access them on the payroll.
- Develop a set of training modules for NFE teachers/instructors.

The net effect of all these initiatives is depicted in continued improvements in primary school enrolments for both sexes and both in rural and urban areas. **Table 19** shows the trends in primary school enrolments by location since 2000.

Table 19: Trends in pupil enrolments by location 2000-2005

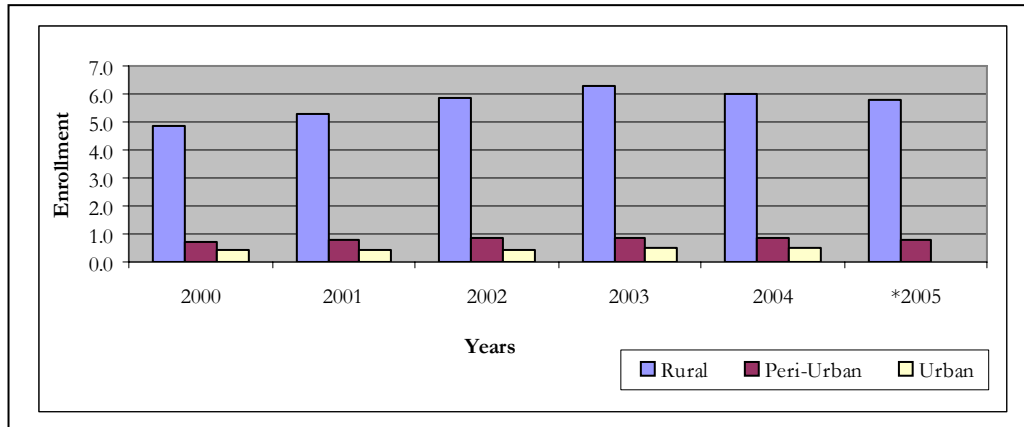
Pupils enrolment	2000	2001	2002	2003	2004	2005
Rural	4,826,911	5,260,688	5,891,801	6,258,164	5,998,611	5,766,559
Peri-Urban	700,706	804,331	850,763	846,569	862,222	821,422
Urban	416,541	416,484	440,784	466,411	480,493	441,950

Source: EMIS, 2005.

Unlike in the rural schools, pupil enrolments in both peri-urban and urban areas have steadily increased from 2000 to 2004. **Figure 10** shows enrolments in rural areas had also been steadily rising until 2003 when it started to decline. Thereafter, total enrolments have shown a downward trend and this could be attributed to: rural-urban migration

among the parents of the affected children; and preference for urban schools given the better facilities in those schools.

Figure 10: Rural – urban enrolment differentials

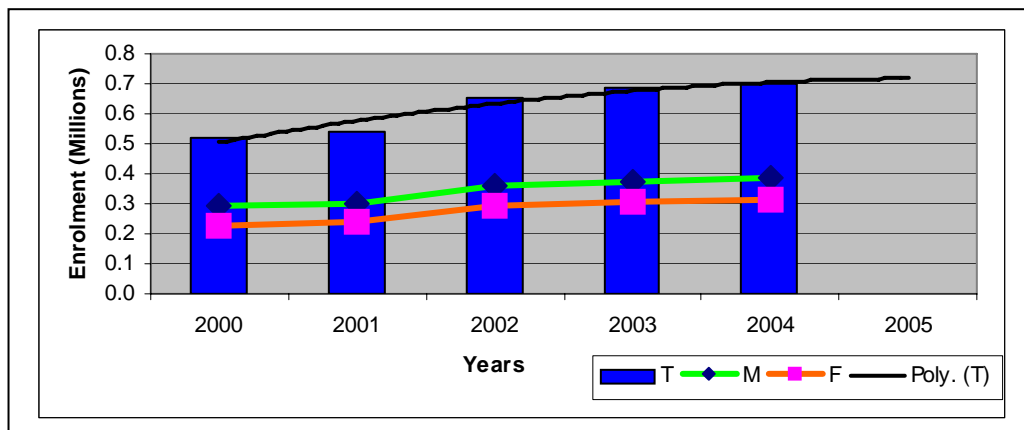


Source: EMIS, 2005.

4.1.3 Ensure that the learning needs of all young people and adults are met through equitable access to appropriate learning and life skills

The indicators for monitoring performance in this goal is the literacy rate of population between the ages of 15 to 24 years. Acquisition of knowledge, development of values, attitudes and skills enhance the development of a person's capacity to work, participate fully in society, to take control of one's own life, and to continue learning. In order to achieve the above goal, the MOES has made a lot of progress in ensuring increased access to secondary education. In 2000, enrolments stood at 518,931 students and these increased to 697,507 in 2004 with 50% attending private secondary schools. Consequently, over this four-year period, MOES registered 40% increase in access to secondary education. **Figure 11** illustrates trends in secondary school enrolments since 2000.

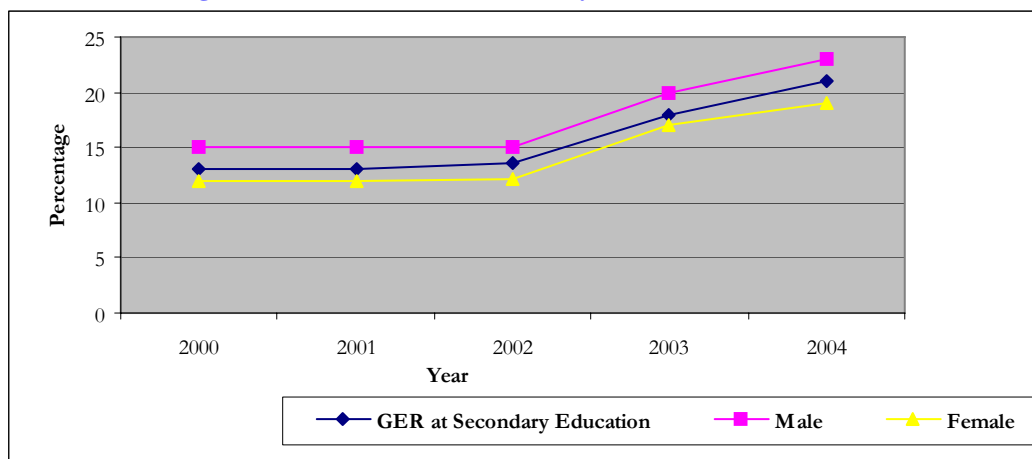
Figure 11: Secondary school enrolment trends – 2000 to 2004



Source: EPD, Annual School Census, 2005.

The trends observed indicate that whereas enrolments in absolute terms are increasing, the enrolment of girls is still lagging behind that of boys. Furthermore, the proportion of students attending secondary school compared to the number of 13 to 18 year olds in the entire population has increased from 13% in 2000 to 21% in 2004, with an 8% increase for boys and 7% increase for girls over the four year period.

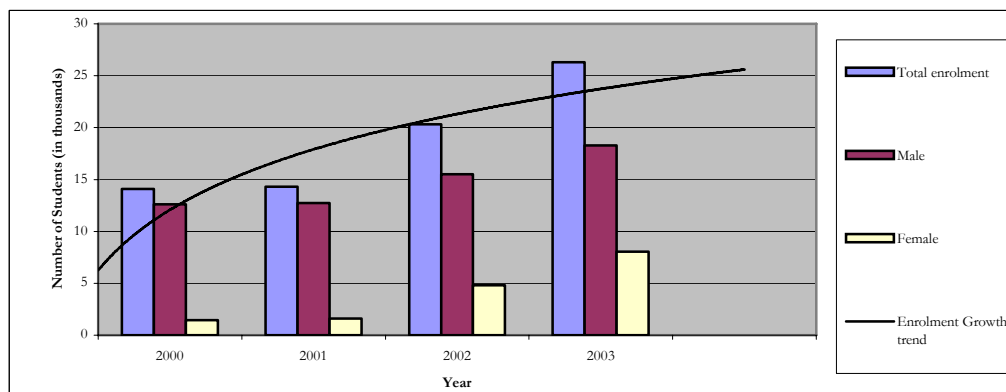
Figure 12: Trends in gross enrolment ratio in secondary education (2000 – 2004)



However on the negative side, the gender gap in secondary education is still persisting. The gender gap is likely to reduce over time since the sector has provided for several pro-girl child educational initiatives.

Likewise in Business, Technical, Vocational Educational Training (BTJET), total enrolment has steadily grown from 14,077 students in 2000 to 26,313 students in 2003 representing an 86.9% increase in total enrolment over a four-year period. The government has also registered success in narrowing the gender enrolment gap in BTJET institutions with an increase in female enrolment share from 10.4% in 2000 to 30.6% in 2003.

Figure 13: Enrolment growth patterns in BTJET Institutions - 2000 to 2004



Source: EPD, Annual School Census, 2004.

In an effort to review and re-structure the education system curriculum to match it with the country's realistic needs, the NCDC was set up in 1973 and has since then been executing its mandate to ensure that the curriculum is relevant for the children and for the national vision of development. Furthermore, it ensures that the education system produces school leavers at all levels that are adequately equipped with practical skills and knowledge that can make them employable and productive members of society. This is in due consideration of the current trends of social needs in the wake of technological advances and requirements and that education is still the basis for white-collar employment.

In addition, the road map for the implementation of recommendations for primary school curriculum was agreed and this roadmap highlights among other things; lack of due consideration to reading and writing; lack of adequate follow up and inspection; need to retrain teachers; guidance and counseling and life skills. This has resulted in putting into place interventions to ensure quality in education. The interventions include; new timetable to address reading and writing, entry age (6+ years), and district performance targets, putting books in the hands of learners, and use of local language in Primary 1 to Primary 4. The young people especially the adolescent girls have been provided with conditions that promote their learning opportunities. These include: the Gender in Education Policy and Programme (GEPP) that was initiated in 2002 to ensure effective mainstreaming of gender equity and girls' education and support provided to 182 COPE and 150 ABEK learning centres benefiting at least 29,130 disadvantaged girls and 21,919 disadvantaged boys in 10 districts. The *Girls' Education Movement* (GEM) is also proving an effective mobilization tool for girls' education.

In the context of decentralization and the district-focused approach, there are 780 newly labelled child and girl-friendly primary schools with clearly defined indicators and school plans. Essential tools for lifelong learning, literacy, in numeracy and life skills are promoted. A costed policy framework for disadvantaged girls and boys was completed in 2002. The policy framework mainstreams complementary programmes such as COPE and ABEK. All these provide the information, skills, counselling and services needed to protect them from these risks.

4.1.4 Achieve a 50% improvement in levels of adult literacy by 2015, especially for women and equitable access to basic education and continuing education of adults

According to the National Adult Literacy Strategic Investment Plan, a survey was conducted in 2001 and the results indicated that the literacy rate was 63%. In urban areas, the adult literacy rate is higher than in rural areas with 87% and 59% respectively. The general literacy rate among women had reached 51% while that of men was 77%. These statistics indicated that almost 5.5 million women and 1.4 million men in Uganda are illiterate. Within the country, glaring disparities exist between regions and districts with the lowest in the northern region at 47% and the largest in the central region at 77%.

The International Fund for Agricultural Development (IFAD) study under the Gender Strengthening Programme for Eastern and Southern Africa conducted in 2000 revealed that illiteracy in Uganda is 55.1% among women, compared to 36.5% among men. Usually, in rural areas the gap is larger and literacy rates are lower. However, a lot is being done to reduce the illiteracy rates. Programmes to bridge these gaps are already in place, chief among them is Functional Adult Literacy (FAL) that empowers the population and reduces their ignorance and poverty.

The enrolment of men and women in the Functional Adult Literacy (FAL) programme has progressively increased as shown in **Table 20**. It is observed that there are more women enrolled into the FAL programme than men. Currently, there are 434,663 with 108,943 males and 325,721 females into the programme.

In 1997, there were 74,718 female learners but the number had grown to 86,085 in the year 2000 representing a percentage increase of 13.2%. On the other hand, the male enrolment was 18,571 in 1997 but had increased to 27,786 in 2000 representing a percentage increase of 33.2%. A sharp increase has been experienced between the period 2000 to 2004 for both men and women. Between the years 2000 to 2004, the number of female students in the FAL programme increased from 86,085 to 325,721 representing a percentage increase of 278%. The enrolment of males increased from 27,786 to 108,943 in 2004 representing a percentage increase of 292%. Although it proportionately appears that the percentage increase in male enrolment is higher than that of women, in nominal terms, women are far more than men in the FAL programme (see **Table 20**).

Table 20: Enrolment in Functional Adult Literacy (FAL)

Year	Male	Female	Total
1997	18,571	74,718	93,289
1998	32,105	102,136	134,241
1999	25,230	76,635	101,865
2000	27,786	86,085	113,871
2001	30,658	118,351	149,009
2002	86,293	271,971	358,264
2003	89,119	323,579	412,698
2004	108,943	325,721	434,663

Source: Ministry of Gender, Labour and Social Development.

In order to promote Functional Adult Literacy, the MOGLSD which is currently covering only 26 Districts instead of 56 districts has produced literacy materials in six languages and these include; Luganda, Luo, Lunyankole, Lukiga, Lunyoro, Lutoro, Ateso and Lukonjo. The literacy materials include: primers, instructors' guides to the primer, and charts. Some post-literacy materials have also been produced. More so, the total number of adult learners who have been examined/administered is about 1,200,000 learners (956,000 females and 224,000 males).

In addition, using the themes and topics in the integrated FAL curriculum, instructional materials have been developed in local languages and English and distributed to literacy instructors and learners. In addition, the training of trainers' manual and the curriculum have been developed. To facilitate the movement of the instructors to the learning centers, 11,114 bicycles have been purchased and distributed to literacy instructors.

Finally, it is seen that Uganda has already achieved a 50% improvement in levels of literacy. By 2015, it is hoped that at least 75% of the adults will be literate.

4.1.5 Eliminate gender disparity in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls full and equal access to & participation in quality basic education

This EFA goal is aimed at promoting gender equality. The goal also recognizes that giving girls fair participation in development is the only way to effectively combat poverty, hunger and disease and to stimulate development that is truly sustainable.

Since 1986, the Government of Uganda has through a number of key policy documents, declared its commitment to redressing the disparities that characterize the provision of education for girls. It has, both of its own volition and through collaboration with UNICEF and NGOs, set up several gender-responsive programmes to expand and improve girls' education. These efforts have been intensified by Uganda's belief that the girl-child is entitled to equal access to education as a human right and that the educated girl-child is a linchpin in the development of the nation.

(a) Primary sub-sector

In 1996, the total number of girls in primary schools was 1,420,883 out of 3,068,625 (46%). By 2005, enrolment of girls in formal primary schools stood at 3,273,637 out of 7,223,879 (49.5%). Enrolment in non-formal education programmes had 20,567 boys and 27,248 girls.

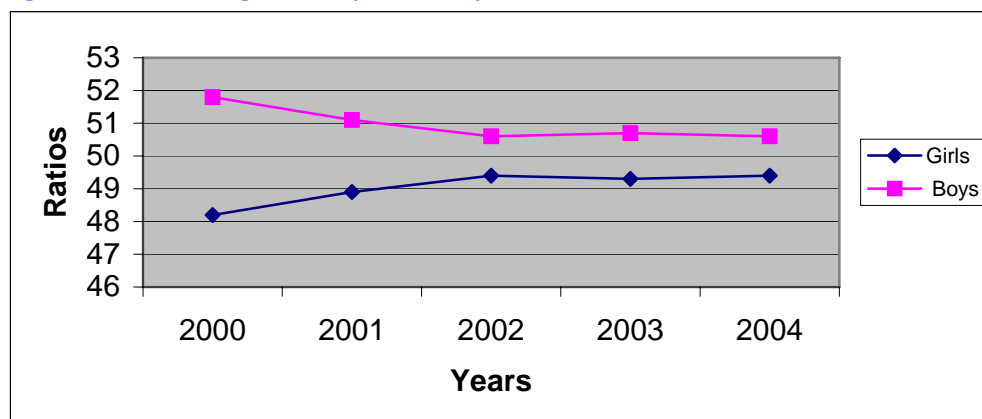
Gender disparities in education are hence mostly caused by high dropout rates of girls in upper primary school characterized by low retention, repetition, dropout and non-completion. Thus while countrywide enrolment figures for girls are fairly good in Primary 1 and Primary 2 (48% for girls and 52% for boys), from Primary 4 onwards, there is widening of the gender gap. The completion rate for girls in 2003 was 65% while that of boys was 71%. **Figure 14** indicates the ratio of girls to boys in primary education sub-sector:

Table 21: Enrolment girls into primary schools since 2000

Year	2000	2001	2002	2003	2004	2005
Enrolment	3,163,459	3,372,881	3,633,018	3,760,725	3,644,364	3,273,637
Percentage	48.2%	48.9%	49.4%	49.3%	49.4%	49.5%

Source: EMIS 2005.

Figure 14: Ratios of girls to boys (Primary)



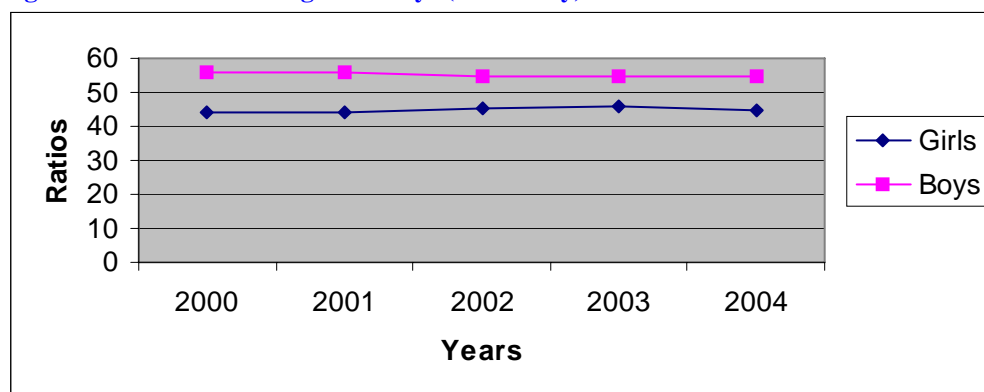
Source: EPD, Annual School Census, 2004.

It can be seen that the gender gap has been narrowing since 2000 and is tending to 1:1.

(b) Secondary sub-sector

In the secondary sub-sector, there have been improvements in the participation of girls. **Figure 15** indicates that in 2000, the ratio of girls to boys stood at 44.1% to 55.9%, respectively. This ratio slightly improved from 45.0% to 55.0% in the year 2004.

Figure 15: Ratios of girls to boys (Secondary)



Source: EPD, Annual School Census, 2004.

It can be seen from **Figure 15** that the gender gap has slightly been narrowing since 2000. Interventions undertaken in this sub-sector included:

- (i) Affirmative action of providing separate pupil latrines for boys and girls and the construction of changing rooms and bathrooms for the female pupils has created a more friendly school environment for the girl child;

- (i) Implementation of a multi media strategy to accelerate achievement of gender parity;
- (ii) Counselling/guidance by senior female and male teachers;
- (iii) Introducing *Girls' Education Movement* (GEM) clubs; and,
- (iv) Teaching of sexual maturation and reproductive health concerns.

Key initiatives in enhancing basic education for girls

In an effort to accelerate girls' full and equal participation and retention in primary schools, the Government of Uganda has embarked on a number of programmes, which are currently being implemented under the ESIP framework and these include among others the Girls' Education Movement (GEM), the National Strategy for Girls Education in Uganda, Child Friendly Basic Education and Learning Programme (2001-2005), Breakthrough to Literacy (BTL), Growing Up and Management of Sexual Maturation (GUSM), the Sara initiative, and Basic Education Child Care and Adolescent Development (BECCAD).

(a) Girls' Education Movement

This is a child centered, girl-led, grassroots movement to empower girls to take action on issues central to furthering girls' education. In each participating school, the GEM club is led by girls, with boys as strategic allies and adult women and men advisors who provide the wisdom of age. The local GEM clubs are started by students who have attended a GEM facilitator training. Over 100 young people have been trained at GEM training and GEM clubs are being started in schools throughout the districts. The key activities of GEM include: conducting school and community mapping exercises that identify out-of-school youth in the community; identifying barriers to school attendance for girls and developing strategies to overcome these barriers; engaging in community awareness effort designed to sensitise parents and community leaders about the value of girls' education and the issues girls face; developing partnerships with boys and schools leaders to more effectively address the issues identified; and designing and conducting peer education efforts aimed at issues of safety, security, and life skills training on health and sexuality issues.

(b) National strategy for girls' education

This has been formulated as a partnership with other stakeholders and harmonizes their roles and activities in educating the girl child. Government launched the National Girls' Education Strategy in June 2000. It outlines key barriers to girls' education in Uganda and shows various planned strategies to address them.

(c) Early Childhood Development

This programme aims at training local women in health and child development strategies that enhance the early development of children; freeing girls from the responsibility of caring for younger siblings in order that they may be able to attend school; and establishing early positive habits for girls' education.

(d) Child Friendly Basic Education and Learning Programme

It emphasizes a comprehensive approach to issues of quality education, equitable participation attainments, retention and addressing the challenges of education for the excluded and the girl child.

(e) Breakthrough to Literacy (BTL)

This is a teaching methodology based in the local language designed to teach children life skills and to read and write in their mother tongue. This is an interactive, participatory methodology that is child-centred and gender-responsive supporting girls' retention.

(f) Sara Initiative

Sara Initiative is a programme which aims at raising the awareness of the general public to the importance of supporting girls' education, building their self-esteem and raising their life aspiration.

(g) Basic Education Child Care and Adolescent Development (BECCAD)

BECCAD focuses on the rights of children and promotes awareness about girls' education at the basic level, paying special attention to increasing female enrolments.

All these interventions are aimed at lowering social-cultural barriers to girls' attendance and retention in primary education. However, despite the assistance by international and local agencies and the well-acclaimed political goodwill and commitment, which has recently improved Uganda's achievements in advancing female enrolment to primary education, the country still falls short in achievement of girls' universal primary education completion.

4.1.6 Improve all aspects of the quality of education, and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential skills

Government is firmly committed to improve the quality of education and to bring about improvement in learning achievements and outcomes. For this matter, government through UNEB set up realistic mechanisms for measuring learners' achievement. The

UNEB conducted the National Assessment of Progress in Education (NAPE) in 1996, 1999, 2003 and 2005 for Primary 3 and Primary 6 in a sample of selected schools. An analysis showing the progress in the performance of the children in Primary 3 and 6 are shown in the following sections. It is important to note that Uganda decided to use Primary 3 and 6 and not Primary 4 as set by UNESCO.

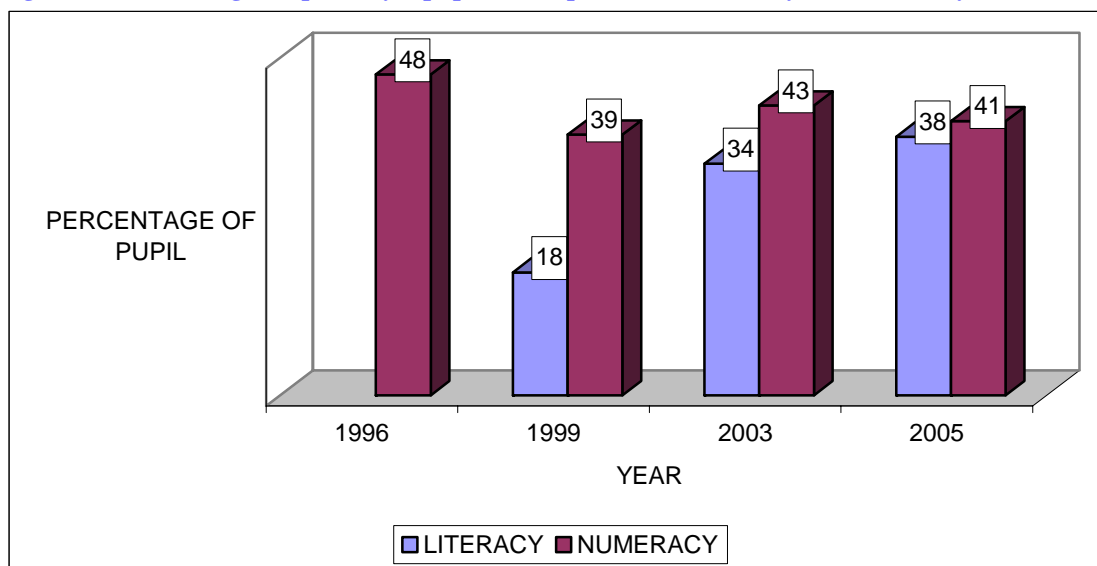
(a) Trends in the achievement of Primary 3 and Primary 6 pupils, 1996 - 2005

The variations in the achievement levels of Primary 3 and Primary 6 pupils between the years 1996 and 2005 are presented in this section. **Table 22** and **Figure 16** show the percentages of Primary 3 pupils rated proficient in English literacy and numeracy in the years 1996 – 2005.

Table 22: Percentages of Primary 3 pupils rated proficient in literacy and numeracy

	1996	1999	2003	2005
LITERACY	--	18	34	38
NUMERACY	48	39	43	41

Figure 16: Percentages of primary 3 pupils rated proficient in literacy and numeracy (1996- 2005)



Note: Percentage for literacy, 1996 was not available as two parallel tests were used.

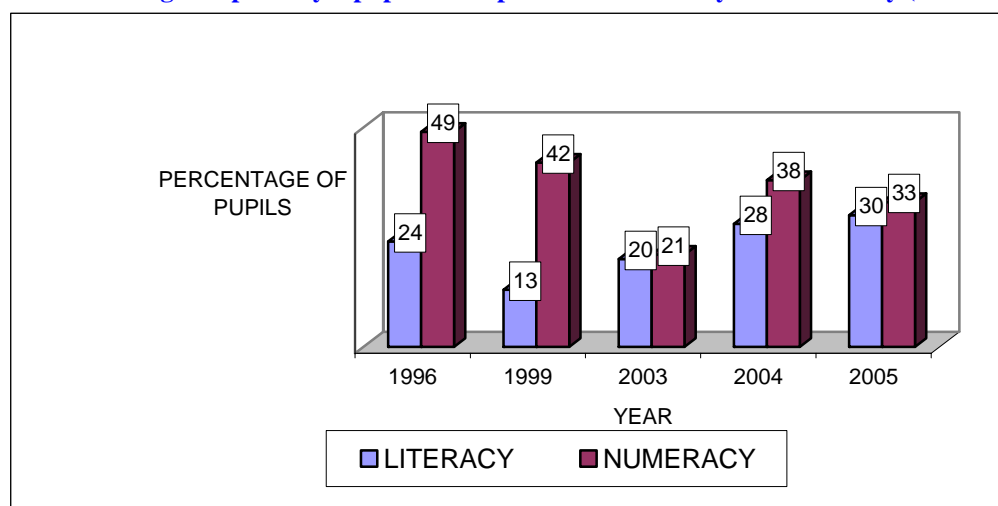
At Primary 3, there was a general increase in the percentage of pupils rated proficient in both literacy and numeracy between 1999 and 2005. Just before this, however, there was a drop in the proportions of pupils with the desired rating in numeracy from 48% to 39% between 1996 and 1999 (Comparative figures for literacy is not available).

Table 23: Percentage of Primary 6 pupils rated proficient in literacy and numeracy (1996 – 2005)

	1996	1999	2003	2004	2005
LITERACY	24	13	20	28	30
NUMERACY	49	42	21	38	33

Source: UNEB

Figure 17: Percentages of primary 6 pupils rated proficient in literacy and numeracy (1996 – 2005)



The trend in achievement levels at Primary 6 was similar to that at Primary 3. The proportion of pupils rated proficient in literacy at Primary 6 fell from 24% to 13% between 1996 and 1999. This means that a smaller proportion of Primary 6 pupils were reaching the desired proficiency levels immediately after the introduction of UPE, in 1997, than before, and the quality of the pupils' work, as reflected by the mean score (from 30% to 24%), also declined, probably due to pupils' inability to read with understanding.

In numeracy, the percentage of the pupils dropped slightly from 48% to 42% between 1996 and 1999. Nevertheless, the mean score remained the same at 40%. A bigger drop in standards in numeracy occurred in 2003. Only a half of the proportion of pupils that had been rated proficient in the previous assessment attained a similar rating in 2003.

(b) Trends in achievement by gender

The percentages of Primary 3 and Primary 6 boys and girls rated proficient in literacy and numeracy in 2005, as well as the mean scores are given in **Table 24**.

Table 24: Percentages of Primary 3 and Primary 6 pupils reaching defined competency levels in 2005, by gender and the mean scores in literacy and numeracy

			Percentage of pupils rated proficient	Mean scores (%)
LITERACY	P 3	BOYS	37	37
		GIRLS	40	37
	P 6	BOYS	32	31
		GIRLS	28	30
NUMERACY	P 3	BOYS	46	39
		GIRLS	44	37
	P 6	BOYS	39	36
		GIRLS	27	31

It is noted that there was no gender difference in performance at Primary 3. Figure 18 (a) and (b) show the percentages of P6 boys and girls rate proficient in literacy and numeracy over the years (1999 – 2005).

Figure 18 (a): Percentages of primary 6 pupils rated proficient in literacy: 1999-2005

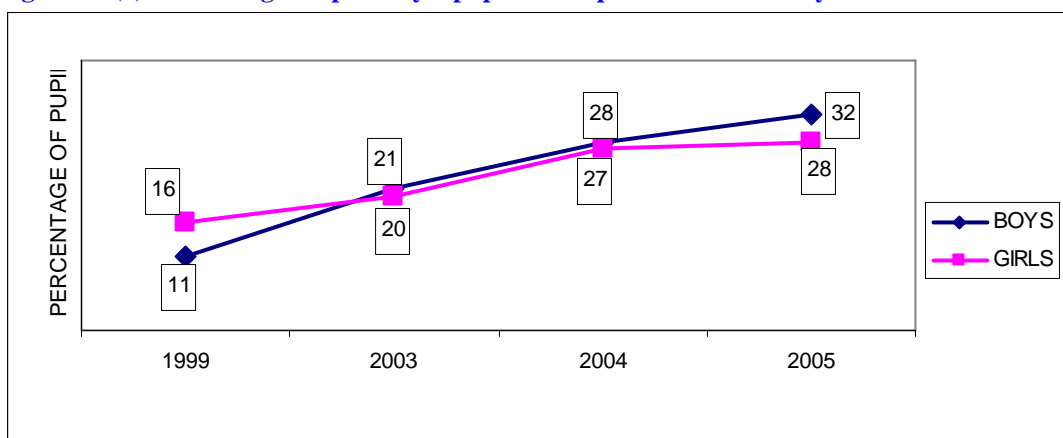
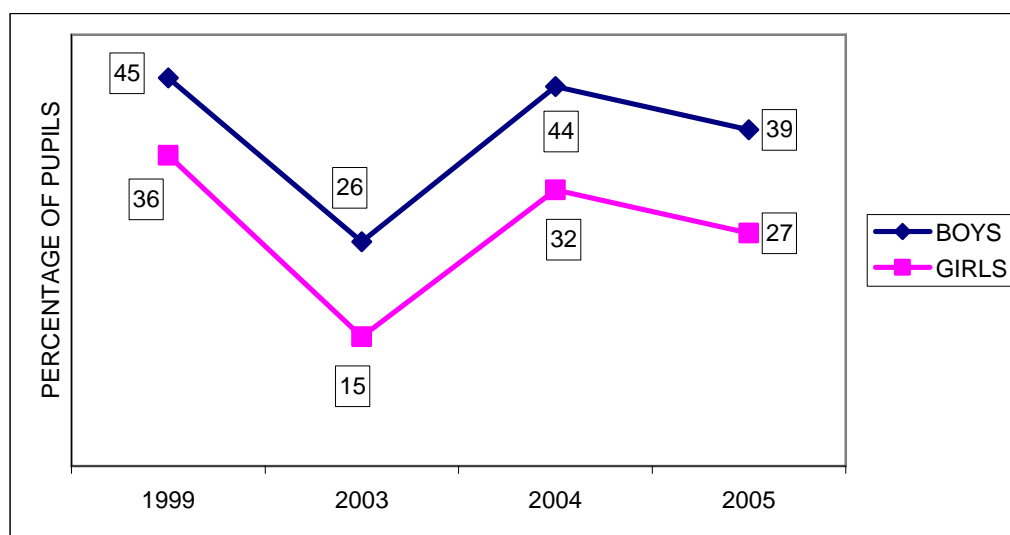


Figure 18 (b): Percentage of primary 6 pupils rated proficient in numeracy: 1999- 2005



There was gender difference in performance in literacy in 1999, with significantly higher proportions of girls being rated proficient. Nevertheless, this difference was negligible in 2003 and 2004. In 2005 slightly more boys (32%) than girls (28%) obtained the desired rating. The difference could be attributed to the relatively good performance of boys in reading comprehension questions based on advertisement and graphical information.

In numeracy however, the boys performed significantly better than the girls throughout the period. These patterns of performance could partly be a product of society's stereotyping in which boys are expected to do Mathematics and Sciences while the girls go in for languages and humanities. UNEB (1999, 2000, 2003) reported gender differences in pupils' choice of favourite subjects. The proportion of girls (45%), who mentioned English as the best subject, exceeded the proportion of the boys (36%) who rated English likewise. In a similar way, more boys than girls chose Mathematics: (35% compared to 30%).

On examining the patterns of teacher deployment, it was discovered that male teachers tended to teach numeracy, especially in upper classes and females teach mainly literacy. For example, of the 4,200 Primary 6 pupils in the sample, only 9% had female teachers for numeracy as opposed to 25% who were taught literacy by females. Besides, only 17% of the 385 Primary 6 teachers were females. Another revelation worth noting was the relationship between children's achievement in literacy and numeracy with the parents' educational level. While a rise in the mothers' educational level tended to have more impact on achievement in literacy, the fathers' education seemed to affect performance in numeracy more. Maybe it is because mothers spend more time with children; therefore end up talking more and being the language teacher in a way.

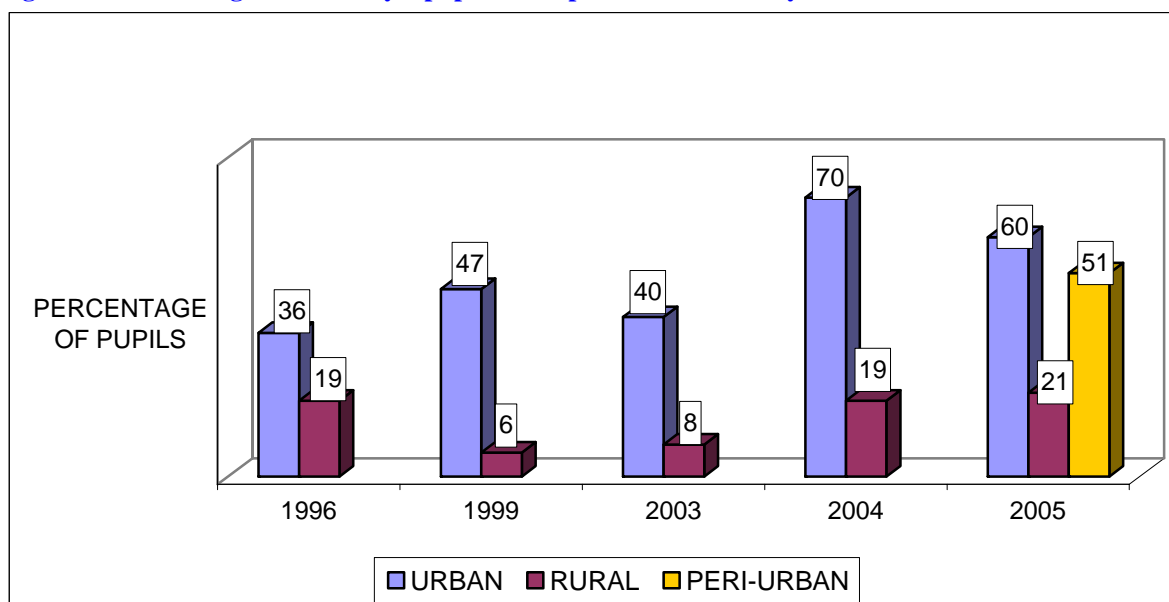
From the aforesaid, it seems gender parity is being realized as far as achievement in literacy is concerned but not numeracy. These findings underscore the efforts and

measures put in place to address barriers in the achievement of the EFA goal on gender parity. However, on the whole a higher percentage of pupils of both genders are reaching the desired proficiency levels in both subjects than was the case in previous years.

(c) Trends in achievement by school location

The disparities in achievement levels of pupils from urban and rural schools were even greater, especially for literacy [see **Figure 19**.]

Figure 19: Percentages of Primary 6 pupils rated proficient in literacy: 1996- 2005



While in 1996, over a third (36%) of the pupils in urban schools were proficient, the proportion of the rural pupils was approximately a half this – 19%. Two years after UPE (in 1999) the percentage of pupils in urban schools reaching the desired proficiency levels rose to 47%, whereas only 6% of their counterparts in the rural schools attained this rating, implying the challenges of UPE were felt more in the rural areas, maybe partly due to parents' insufficient understanding of the UPE policy, whereby some of them believed that everything, including scholastic materials and meals would be provided free by the government.

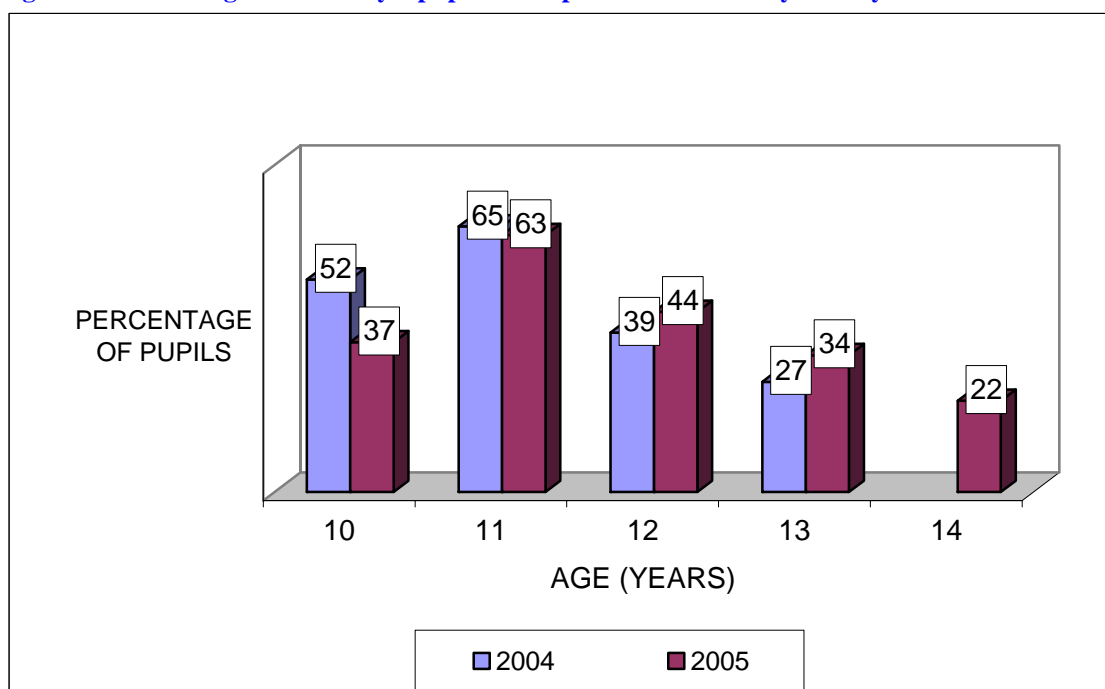
In 2003 the proportion of pupils in urban schools who reached the desired proficiency levels was 40%, with only 8% from the rural areas. On the other hand, 70% of the pupils from the urban centres were deemed proficient in 2004. The figure for those from the rural areas was 19% less than a third of the urban pupils. There are many factors that could contribute to urban-rural disparity in achievement such as better-educated parents as observed by UNEB in 2003: 11% of the urban mothers had university education and only 4% of their counterparts in the rural areas had education to that level. Similarly, for fathers, the respective percentages that had university education were 19% and 6% for

urban and rural areas. Perhaps this is due to the educated people who work in district headquarters, which are situated in urban centres. The UNEB report further noted that there was an obvious increase in the mean scores of pupils as the level of education of the parents increased.

(d) Trends in achievement by age

The findings of all the NAPE assessments have so far shown a decline in pupils' achievement with increase in their age, especially at Primary 6. **Figure 20** shows the variation in the percentages of pupils rated proficient in literacy, by pupils' age in the years 2004 and 2005.

Figure 20: Percentages of Primary 6 pupils rated proficient in literacy in the years 2004 and 2005



On examining the achievement of the Primary 6 pupils aged between 10 years and 14 years, the pupils aged 11 years were found to perform best. In 2005 as many as 63% of the 11 years olds were rated proficient compared to 44%, and 22% respectively for those aged 12 and 14 years. Moreover the percentage, 37%, of the 10-year olds with the desired rating was also lower. These findings point to government's recommended school entry age of six years as being justifiable

(c) Achievement of pupils in skill areas of literacy and numeracy

Pupils were tested on all the major skill areas of literacy and numeracy. Each skill area was comprised of sub-skills; for example, the sub-skills of writing tested were picture story, letter writing and story writing. There were differences in the performance of

pupils between skill areas. At Primary 3 for instance, the percentage of pupils rated proficient in reading comprehension was 66%, compared to 50% and 22% in grammar and writing, respectively. Differences also occurred in the performance of pupils in the various sub-skill areas of a particular skill area. For example, in reading comprehension, more Primary 6 pupils (75%) reached the defined proficiency level in reading an advertisement, than in conversation and story, where 42% and 41% of the pupils reached the defined proficiency levels, respectively. Similarly more pupils (51%) reached the desired proficiency level in picture story writing compared to 27% and 10% who reached the defined proficiency level in letter and story writing, respectively. Since picture story normally depicts real life situations, it is easier for the pupils to apply their observation and interpretation skills to read and understand a picture story than when they have to employ their imaginative and creative skills to compose, write a novel letter or story of their own.

The observations made in the performance in various numerical skills were similar to those of literacy skills. While 83% of the pupils in Primary 3 demonstrated that they knew the concepts tested, 39% of them showed understanding of the concepts, and only 29% proved that they could use the knowledge acquired in class to answer questions based on novel situations. The NAPE findings seem to indicate that more pupils performed better in 2005 as compared to 1999.

Strategies to improve on quality of primary education

In order to improve and enhance quality of education, the MOES put in place measures to increase education outcomes to reflect the heavy financial investment made by the government in the UPE programme, in particular, and the primary sub-sector, in general, by developing interventions for each district. The interventions were agreed during the Mukono Workshop held in January 2005 as a consequence of concerns raised during the November 2004 Education Sector Review that levels of competence in literacy and numeracy at the primary school level were below expectations and, as such, impacting negatively on the quality of primary education.

Over 400 participants attended the workshop, comprising Chief Administrative Officers, Town Clerks, District and Municipal Education Officers, District and Municipal Inspectors of Schools, City Education Officers & Inspector of Schools, District and Municipal Secretaries for Education, Regional Inspectors of Schools, the Education Funding Agencies Group, Members of Parliament, NGOs, Principals of Core Primary Teachers' Colleges (PTCs), Coordinating Centre Tutors (CCTs), Faith-Based Organisations, representatives from the Uganda People's Defence Forces (UPDF), the Uganda Local Authorities Association (ULAA), Uganda Urban Authorities Association (UUAA), the Primary Teachers' Association and the MOES.

Education stakeholders from all the districts in the country at this workshop, therefore, agreed on a number of interventions/undertakings and the targets that are aimed at enhancing quality outcomes. These include the following among others.

- i) Improve facilitation and capacity of the school inspectorate function by funding, issuing Monitoring and Inspection Plans; training and conduct NAPE for 2005;
- ii) Ensure that all Inspectors of schools develop and implement Inspection Plans;
- iii) Recruit, train and deploy Associate Assessors (Quality);
- iv) Implement Mid Cycle Examinations for Primary 4;
- v) Conduct continuous assessment at all grades in primary schools;
- vi) Develop simple testing tools under MALP and circulate them to teachers; and
- vii) Institute special quality improvement measures for areas affected by conflict.

The achievement of EFA goals lies with Uganda as a country. There is need to strengthen the National EFA Fora to support the achievement of EFA goals. All relevant ministries and national civil society organizations should systematically be represented in these Fora. They should be transparent and democratic and should constitute a framework for implementation at sub-national levels.

CONCLUSION

In order to meet the realization of the EFA goals, the government in conjunction with stakeholders is committed to:

- i) End armed conflicts, ensure security and peaceful environment;
- ii) Promote good governance, transparency and accountability;
- iii) Play the leading role in mobilizing resources and coordinating key stakeholders, including communities, the private sector and development partners;
- iv) Allocate more resources to education, at least 2% of GDP;
- v) Strengthen internal and external partnerships with various players;
- vi) Enhance sub-regional and regional cooperation to promote 'African Renaissance';
- vii) Create an enabling environment for full participation women in leadership and other development;
- viii) Put in place conditions that ensure the integration of disadvantaged groups in education and development; and
- ix) Create more awareness on HIV/AIDS in all education institutions.

These conclusions came up in the recent workshop on assessing progress and finding solutions to meet the realisation of EFA/MDGs.

CHAPTER FIVE

GENERAL FINDINGS, CHALLENGES, AND RECOMMENDATIONS

This chapter gives a review of the general findings, conclusions, challenges and recommendations for the advancement of education in Uganda.

5.1 General findings

(a) Political and social economic conditions

Uganda's educational system is functioning under the very specific context of transition. Uganda is a country that has recently undergone political, economic and social changes. These changes include: the freeing of multi-parties, reviewing of the constitution, increase in the GDP and the growth in the social infrastructure and increased private partnership.

(b) Demographic changes and education

The changes in the basic demographic indicators have a great influence on the educational system. In 2002, migration from villages into towns and the increasing average age of the rural population have brought about a disproportion in the geographical distribution of the school network and pupils/students. There are many more schools in towns than in rural areas yet the space in towns is reducing.

(c) Legislation on education

Existing legal regulations in Uganda strongly support education for all school-age children. The official entry age into the primary school is six years of age and above. There are institutions set by the Act of Parliament and these guarantee the rights of children to basic education. The existing legal regulations strongly stipulate the need for universal access to basic education and the right of minority groups to education that is supported by funding from the state budget. However, it is quite clear that one of the major sources of the low quality and efficiency of Uganda's education system may be found in its legal regulation.

(d) Size and level of development of the educational system

The size of the educational system especially the number of classroom stock, teachers on payroll and non-teaching staff and their qualifications and the percentage of the young population participating in education, are all indicators of a fairly large and developed educational system. The schools and human resources are the major assets available to the educational system and therefore strategies for the development and mobilization of the resources must be found. Uganda has gone far in implementing these strategies.

(e) Non-formal education

The education system in Uganda is inclusive. It includes both formal and non-formal schools. The system is composed of early childhood care and education (from birth to 5 years of age), UPE for children from 6 to 12 years of age, secondary education for young people from 13 to 18 years of age and tertiary education (both non-university and university higher education).

(f) Inadequate budgetary provision for the education sector

All major indicators show that the system of education in Uganda is currently functioning at the poverty level. This is evident when one looks at the state of school infrastructure, lack of equipment in schools, as well as absolute amount of financial resources in the education budget. The limited resources resulting from this situation have had a negative impact on the quality of the learning environment, on teachers' motivation for work and on the quality of teaching. The limited available resources in the national budget have been the major source of regional and inter-school disparities, rural and urban schools, as well as between better-off and poor communities.

Government has prioritised primary education as stipulated in the PEAP 1997. Currently, about 65% of the education budget goes to primary education. More concentration has been placed on construction of classrooms, procurement of instructional materials, teaching aids, pedagogical innovations, support for in-service teacher training or teacher upgrading.

(g) Inadequate school facilities

Most primary schools do not have school facilities such as libraries and reading rooms and even enough classrooms. Such a condition of school space indicates that education in Uganda still faces a serious problem with the quality of the learning environment. In 2000, there were only 50,370 classrooms in our primary schools. The number of classrooms has now increased to over 82,165 in 2005 with a ratio of 79.

(h) Availability of textbooks

To ensure that the quality of education is maintained, the MOES has spent a substantial proportion of its annual budget to increase the supply of instructional materials to schools and these include: core textbooks, teachers' guides, supplementary readers and non-text book materials. As a result of these efforts, the pupil textbook ratios have improved from 8:1 in 2000 to 2:1 in 2005.

(i) Quality and assessment within the education system

Due emphasis has been placed on strengthening institutions for standards setting and quality assurance. These include UNEB, ESA, NCDC and NCHE. Assessment methods have been reviewed and harmonized with the adjustments made to the curricula.

5.2 Challenges

- a) Children are not adequately learning basic skills in primary school. The focus of the plan ESSP (2004-2015) at the primary level will be to help pupils in primary school learn competently the basic skills of literacy and numeracy and life skills - quality.
- b) An overwhelmingly extraordinary large numbers of children entered the school system since 1997 with the introduction of UPE. While families now pay the major share of the costs of post-primary and tertiary education and training, many of the families whose children enter these levels in the next ten years may not be able to pay these costs, as they are much higher than the costs of primary school hence the introduction of Universal Post Primary Education and Training (UPPET).
- c) The government has decentralised education service management to the districts. The districts now have the power to make decisions and manage funds from central governments. However, there is need for further capacity to handle tendering mechanisms, accountability of funds, and education management information systems.
- d) HIV/AIDS is a serious challenge, causing many teachers to suffer from poor health, leading to frequent absenteeism. Thousands of HIV/AIDS orphans are in school, some are HIV-positive and others take care of their sick family members. HIV/AIDS also contributes to rising drop out rates, absenteeism, repetition and poor academic performance and overall poor quality education.
- e) Competing and urgent needs. In order to continue and improve on UPE government will have to retain or even increase the national and education budgets so as to improve on quality.
- f) Providing education in areas disturbed by conflict is a serious challenge to basic education. An estimated one and a half to two million pupils were affected by conflict during 2003 in northern, north-eastern and parts of western Uganda. Beginning with this year 2006 most people in the camps have started settling in their home areas.

5.3 Recommendations

Although there are certainly no easy solutions to the quality and efficiency problems in education, and while the nature and scale of the related challenges varies from sub-sector to sub-sector, region to region and from one community to another, there are several possible short-term policy interventions/recommendations that could be instituted, including the need to:

- (a) Strengthen the educational legislature. The existing legislature pertaining to education should be strengthened. Because of weakness of the legislature, there are still many children who have deliberately refused to go to school. Therefore, the legislature must strongly define the formal and non-formal school system. It should also provide for mechanisms and financial resources, human resources

- such as staff and material resources guaranteeing that all the legal regulations concerning basic education goals, such as quality of education and equity of education, are achieved.
- (b) Decentralize all education programmes. The educational system in Uganda has been partially decentralized. Primary education has been decentralized but secondary education has not yet been fully decentralized. Decentralization gives powers to manage educational resources and pedagogical environment at district level. Central authorities should continue to define what constitutes quality of basic education, ensure that local authorities have sufficient funds to deliver education services to ensure that the teaching/learning process is of the requisite quality and that learning outcomes indeed indicate that the child has acquired the basic competences. The district inspectorate responsible for inspecting the teaching/learning environment and processes should be strengthened through financial support. ESA for setting learning standards and UNEB for assessing learning outcomes should also be strengthened. More capacity building measures should be put in place to ensure that district has the capacity to operate fully.
 - (c) Strengthen the EMIS that was introduced to enable data collection at school-level using the indicators specified by ESIP and MTBF. The data is collected annually by means of a school census. Therefore, EMIS should be coherently strengthened to allow continued tracking of all key education sector level indicators relevant to the functioning of education as a whole. Institutions should be built and experts trained to conduct regular sectoral research and generate gender/regionally-disaggregated data sufficient for pro-poor policy targeting, benchmarking and projection purposes. The data should be analyzed and reports well-prepared and adequately disseminated to various stakeholders.
 - (d) Change in the system of financing education. The financial resources to education are the key factor of its functioning and efficiency to meet the goals of society's economic, technological and cultural development. There is great need to increase the absolute amount of financial resources to education. The entire system of financing, both the appropriation and the distribution of funds should be reviewed. If this were done, it would enable the realization of several basic goals including the rational use of funds, to ensure quality and efficiency of education and to guarantee the universal right to education. This can best be achieved through strengthening advocacy and partnership with all the stakeholders.
 - (e) Enhancement of the quality of the learning environment. The enhancement of the quality of the school-learning environment may be augmented in an assortment of ways. There is need to develop 'stop gap' strategies for off-setting shortages of teachers, learning materials and other educational inputs associated with the budgetary cuts, including the revival of cost-saving organizational and operational innovations.
 - (f) Provide education for children in war-affected areas and other disadvantaged children. To make provision for specialized programming that is tailored to the peculiar learning needs of the marginalized/vulnerable groups such as the children in IDP camps, children from the nomadic, fishing and pastoralist communities, etc. The adoption of learner-friendly flexible teaching modalities including

- adequate supply of low-cost or free learning materials, voluntary counseling and other confidence-building measures ought to be emphasized. It is also important to regularly audit such specialized programmes so as to obtain a holistic picture about their downstream effects and develop relapse-reduction and outreach support strategies.
- (g) Declaring social codes of conduct for educational managers to guard against financial impropriety and developing implementable frameworks for operationalising those social codes of conduct, including punishment for transgressing them. During the recent National Stakeholders' Workshop on EFA/MDGs, the Minister of Education and Sports launched "*Guidelines on the Customised Performance Targets for Headteachers and Deputy Headteachers*".
 - (h) Designing prototype core programs for AIDS orphans and the children in IDP camps and for ensuring their integration into the education system. Food programs and introduction of UPPET can help such disadvantaged children to stay in school longer.
 - (i) Recommended actions to realising EFA/MDGs. [See [Annex.](#)]

Annex: Matrix outlining sector indicators and recommended actions in realising progress

S/N	Indicators	Recommended actions	Responsible persons/ Dept/ Organ
1	Repetition Rate Dropout Rate Survival Rate Completion Rate Learning Outcomes	<ul style="list-style-type: none"> • Include repetition rate in the list of key performance indicators. 	Commissioner, EPD
		<ul style="list-style-type: none"> • MoES should implement automatic promotion but ensure that parents and teachers understand why 	MOES HQs – CPPE, Local Governments, Schools
		<ul style="list-style-type: none"> • Intensify school inspection for proper management and improved quality of teaching and learning 	MOES Hqs - D/ESA & Local Governments – DIS
		<ul style="list-style-type: none"> • Enact a law on compulsory primary schooling, providing for the appropriate age of entry (6 years of age) 	Minister to table in Parliament DE/CPPE to prepare
		<ul style="list-style-type: none"> • Policy on automatic promotion should be enforced, but ensure that parents and teachers understand why 	MOES HQs & Local Governments
		<ul style="list-style-type: none"> • Enforce requirement to produce birth certificate at enrolment 	MOES to initiate, LGs and schools to enforce
		<ul style="list-style-type: none"> • Improve on school sanitation 	DEO, DIS & Schools
		<ul style="list-style-type: none"> • Disseminate District League Tables through the press so that all districts know their status compared to others. 	Commissioner EPD
		<ul style="list-style-type: none"> • Mobilize Members of Parliament and Councillors to mobilize communities for enrolment of all eligible pupils, regular attendance for head teachers, teachers and pupils. 	Minister of Education EPD DEO
		<ol style="list-style-type: none"> 1. MOES should share District League Table with all new MPs. 2. Districts to provide sub-county data on indicators to Councillors. 	
		<ul style="list-style-type: none"> • Work with founding bodies/religious leaders to help in mobilizing for enrolment, pupil and teacher attendance 	
		<ul style="list-style-type: none"> • Use both the UNESCO and MOES stakeholders definitions for computing the Primary Completion Rate 	Commissioner EPD
		<ul style="list-style-type: none"> • Continue to conduct NAPE and widely disseminate the results especially up to school level 	UNEB MoES HQs – CEP,
<ul style="list-style-type: none"> • Ensure that all inspectors of schools develop and implement inspection plans 	MoES HQs – ESA & Local Governments – DEO & DIS		

S/N	Indicators	Recommended actions	Responsible persons/ Dept/ Organ
		<ul style="list-style-type: none"> Put in place a policy that allows for flexibility in education delivery, in response to special local circumstances. (This would apply especially to disadvantaged areas such as, Kalangala, Nakasongola, Karamoja and the North). 	MoES HQs – DE, CPPE Local Govts. to implement
		<ul style="list-style-type: none"> All teachers should initiate study/homework groups in which pupils with different characteristics are appropriately mixed and matched. Inspectors and MOES officials visiting schools should verify whether this is happening. 	
		<ul style="list-style-type: none"> Administer regular tests and provide remedial teaching to weaker children at all grades in primary schools. Inspectors and MOES officials visiting schools should verify whether this is happening. 	
		<ul style="list-style-type: none"> Train teachers on the use of appropriate participatory methodologies to handle large inclusive classes. 	
		<ul style="list-style-type: none"> Put in place special quality improvement measures for areas affected by conflict, especially post-conflict traumatic stress counselling for teachers and students. 	MoES HQs – DE, CPPE
2	Net Intake Rate (NIR) Underage Intake Rate	<ul style="list-style-type: none"> Include the NIR in its list of key performance indicators. 	MoES HQs - CEP
		<ul style="list-style-type: none"> Continue to fund initiatives that generate and guide policy and quality assurance in ECD including policy formulation, research, review and development. 	MoES HQs - CPPE
3	Teacher Absenteeism	<ul style="list-style-type: none"> Provide incentives/rewards to most improved (not necessarily the best) school in each district in terms of pupil performance. (Such incentives/rewards could include a Flag or Trophy accompanied with extensive media publicity for both the school and the staff. Or cash prize once willing sponsor have been found through public private partnership initiatives). 	MoES HQs - DE
		<ul style="list-style-type: none"> Deploy primary school teachers for hard-to-reach areas in their home areas. 	Local Governments - DEO
		<ul style="list-style-type: none"> Initiate open debates, both at the central and local levels of government, on the issue of teacher absenteeism and possible solutions. 	MoES HQs - ESC
		<ul style="list-style-type: none"> Continue to provide for staff houses in primary schools, especially in disadvantaged/hard to reach areas to attract teachers to these areas, and reduce absenteeism. 	MoES HQs - CEP
		<ul style="list-style-type: none"> Operationalize the teachers' scheme of service. 	MoES HQs - DE
4.	Matrix outlining Sector Indicators and Recommended Actions in realising progress	<ul style="list-style-type: none"> Monitor and report on specific actions being taken and challenges for realizing each of the indicators in this matrix. 	MoES HQs - CEP

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