



**ISER**

Facilitating Social Justice

INITIATIVE FOR SOCIAL AND ECONOMIC RIGHTS

# **Status of Implementation of SDG 4 on Education : Is Uganda on Track?**

**4 QUALITY  
EDUCATION**



June 2019

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## Table of Contents

Executive Summary .....	7
Summary of Findings .....	7
Key recommendations.....	10
1.0 Introduction .....	12
2.0 Historical and Conceptual Overview .....	16
2.1 Millennium Development Goal 2.....	18
2.2 Universal Primary Education and Universal Secondary Education.....	18
2.3 National Development Plan (NDP) I and NDPII.....	19
2.4 The Sustainable Development Goals .....	20
3.0 Legal and Policy Analysis.....	22
3.1 International legal framework.....	24
3.2 Regional legal framework .....	26
3.3 National legal and policy framework .....	27
4.0 Methodology .....	30
5.0 Key Findings.....	36
5.1 Desk Review .....	38
5.1.1 Access .....	38
5.1.1.1 Primary sub sector.....	38
5.1.1.2 Secondary sub sector.....	41
5.1.2 Basic outcomes .....	42
5.1.2.1 Primary sub-sector .....	43
5.1.2.2 Secondary.....	44
5.1.3 Learning outcomes.....	45
5.1.3.1 Primary sub-sector .....	46
5.1.3.2 Secondary sub-sector.....	46
5.1.4 Teachers.....	47
5.1.4.2 Teacher absenteeism.....	49
5.1.4.3 SDG Target 4.c .....	49
5.1.5 Facilities and infrastructure.....	51
5.1.6 Physical and Sexual Abuse.....	53
5.1.7 Financing.....	55
5.1.7.1 Finance and facility construction - misuse of funds.....	57
5.1.8 Target 4.5.....	57
5.1.8.1 Gender.....	57
5.1.8.2 Special Needs Education (SNE).....	60
5.1.8.3 Disadvantaged areas .....	64
5.1.8.4 Other disadvantaged groups .....	65

5.1.9 Private Schools and Public Private Partnerships .....	67
5.1.10 Monitoring and Evaluation .....	68
5.2 Field Research.....	70
5.2.1 Introduction.....	70
5.2.2 Findings from the field.....	75
5.2.2.1 Access to primary and secondary school. ....	75
5.2.2.2 Access to education for the vulnerable groups .....	78
5.2.2.2.1 The Girl Child. ....	78
5.2.2.2.2 Access for Children with Disabilities (CWDs) .....	83
5.2.2.2.3 Indigenous children and children from poor families .....	87
5.2.2.2.4 Access to education for refugee children. ....	89
5.2.2.3 Children dropping out of school. ....	92
5.2.2.4 Staffing .....	104
5.2.2.5 Facilities and infrastructure .....	111
5.2.2.6 Financing .....	130
6.0 Conclusion & Recommendations.....	136
6.1 Conclusion. ....	138
6.2 Recommendations .....	140

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# Executive Summary

In September 2015, the 193 member states of the United Nations – including Uganda – committed themselves to the 2030 Agenda for sustainable development. The Agenda contained in 17 Sustainable Development Goals (SDGs) all aimed at eradicating poverty and dealing with the unfinished business of the Millennium Development Goals (MDGs) that ended in 2015. The fourth SDG (SDG4) is aimed at ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all by 2030. SDG4 has 10 targets encompassing many different aspects of education. Among them, there are 7 targets which are expected outcomes and 3 targets which are means of achieving those outcomes. Target 4.1 on universal primary and secondary education and target 4.5 on equality and inclusion for vulnerable populations are arguably some of the most important targets in the SDG 4 framework in that their achievement is basic to other targets and goals. Targets 4.a and 4.c, which address the supply and quality of teachers and educational infrastructure, respectively are similarly important.

The purpose of this report is to examine Uganda's progress towards achieving SDG4 by reviewing the status of the SDG 4.1, 4.5, 4.a, and 4.c indicators in Uganda. The report provides a brief historical and conceptual overview of Uganda's education system, focusing on the introduction of Universal Primary Education (UPE) and Universal Secondary Education (USE), the MDGs, and legal and policy frameworks. Then, the report breaks down the various indicators that comprise SDGs 4.1, 4.5, 4.a, and 4.c. These subject areas include access to primary and secondary school; basic outcomes such as completion rates; learning outcomes reflecting the quality of education; teachers; facilities and infrastructure; financial commitments; and cross cutting issues affecting vulnerable populations, such as girls, special needs learners, refugees, those living in areas of recent conflict, and those living in impoverished and hard to reach areas. The report also discusses the Government of Uganda's (GoU) school inspection function, as well as the ways it monitors, evaluates, and reports the country's progress toward the SDG4 goals. The research relied mainly on government policies and reports that outline GoU's priorities, objectives, and achievements after the adoption of the SDGs in 2015, and field visits to 13 districts in Uganda.

## Summary of Findings

The report finds insufficient data to determine Uganda's progress toward SDG4 indicators 4.1, 4.5, 4.a, and 4.c due to lack of available and reliable data on several crucial indicators of progress. Indeed, other research teams with significant resources at their disposal have expressed similar barriers to analysis. The Right to Education Index (RTEI), in its 2018 country brief stated it was limited by the absence of credible data

regarding, for example training materials, enrolment, completion rate, and literacy rates. Where this data did exist, it was rarely disaggregated in terms of urban, rural, income quintiles, and students with disabilities.<sup>1</sup> A similar conclusion is arrived at from analyzing UNESCO's Country Profile for Uganda.<sup>2</sup> Indeed, as GoU acknowledges in its reports, the systems by which it tracks its own progress are insufficient and underfunded.<sup>3</sup> Moreover, GoU has only released two years worth of data that specifically addresses SDG4, and those data are missing values for several of the indicators examined in this report.

Additionally, although GoU provides quantitative targets for 2020, it does not justify these targets, nor does it draw a line from 2020 to 2030, which would define realistic achievement of SDG4 in quantitative terms. Based on interviews with ministry officials, it appears that improvement in SDG4 data collection capacity is among MoES' lowest priorities. Officials offered only a vague plan toward future improvement, and acknowledged that the current plan will not be implemented in the foreseeable future due to lack of appropriated funds.

The lack of identified and realistic targets for 2030 might be partly responsible for the disconnect between policy and reality that pervades government reporting in this sector. In fact, many of the policy documents reveal an aversion toward examination of MoES' most intractable problems. Each major planning document discusses the goal of one primary school per parish and one secondary school for every sub-county. Despite acknowledgement that this goal has not been met, there is no explicit reference in MoES' most recent three-year strategic plan, or its yearly performance reviews, to the number and locations of the parishes and sub-counties that are lacking the promised facilities, nor is there reference to any systematic effort to resolve this shortcoming. Similarly, government reports do not seem to address the ubiquity of various school fees, which function no differently from the tuition payments that were putatively abolished under UPE and USE. In particular populations such as SNE students, despite quite a few policy initiatives toward improving their access to education, the government provides no information on the percentage of SNE children who are (and are not) enrolled in school. Rather, it reports on, and projects target numbers for, the proportion of children in school who have special needs, a statistic that is not very useful in determining educational equity for SNE students. Lastly, annual reports often provide inconsistent or haphazard explanations for problematic trends in the data.

1 Right to Education Index (2018), Uganda Right to Education Index, at [https://www.rtei.org/documents/638/Uganda\\_-\\_RTEI\\_2018\\_Country\\_Brief.pdf](https://www.rtei.org/documents/638/Uganda_-_RTEI_2018_Country_Brief.pdf); last accessed 5/28/19

2 UNESCO Institute for Statistics, SDG 4 Uganda Country Profile, at [http://uis.unesco.org/sites/default/files/documents/countryreview\\_sdg4\\_uga.pdf](http://uis.unesco.org/sites/default/files/documents/countryreview_sdg4_uga.pdf); last accessed on 25/06/2019.

3 For example: Education and Sports Annual Performance Review FY 2016/17 at p. 10



Insufficient financial resources were the recurrent theme during interviews with MoES officers and relevant CSO leaders. In several instances, officials cited programs and initiatives whose implementation would resolve major barriers to achievement of SDG4, but these “unfunded priorities” remained dormant without release of requested funds from the Ministry of Finance. In addition, several programs that were currently being implemented in an official capacity were not being fulfilled as planned due to lack of funds.

Despite a lack of clear government data in many areas, there is some evidence that Uganda is making considerable progress toward SDG4. There are an incredible number of projects and policy initiatives aimed toward gender equity, inclusion of SNE students, and the rehabilitation of previously insecurity-ravaged areas such as the Karamoja region. Moreover, Uganda is often touted as a model country for providing educational rights to refugees. It is worrisome; however, that each of the areas in which Uganda is making significant progress corresponds to those areas in which donor agencies have applied singular pressure and provided a majority of the funding and resources. One is left with the concern that GoU has not internalized these priorities.

From the field research, the overall conclusion is that while some steps have been taken towards the various targets, major challenges remain in the path to full realization of the key targets.

Under target 4.5, aimed at eliminating gender disparities in education and ensuring equal access to education for the vulnerable, the research concludes that the emerging picture is mixed. While demonstrable achievements have been made in eliminating gender disparity in general primary education enrolment, huge gender disparities still exist in enrolment at upper primary, P7 completion rates and in enrolment at secondary level. In other words, while girls are enrolling in primary schools, the challenges in the visited districts, both in the communities and at the schools, are hindering their ability to continue with their education. Meanwhile, efforts to ensure equal access for special needs children are only cosmetic at best. The policy requirement for schools to have special facilities like ramps and special latrines are not translating into safe and secure school environments even when these are put in place. Limited awareness and sensitivity to special needs children among school managers and teachers has meant that the facilities are not well managed to support special needs learners as it was envisaged. However, the refugee children have more than equal access to both primary and secondary education in the districts visited, because of the international support and supportive policy of the Government of Uganda.

Under target 4.c aimed at substantially increasing the supply of qualified teachers, the research concludes that not enough is being achieved in the target districts. There are serious staffing gaps at both secondary and primary, but more glaring so at secondary. And while there are general staffing gaps at the national level, the inequality in staffing in the visited districts is grave given that even the teachers who are posted there opt to leave and seek better conditions in other districts.

In terms of target 4.a, build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environment for all, the research concludes that meaningful steps have been taken. The Government policy of at least one primary school per parish and one secondary school per sub county is being implemented at a slow but steady pace. Although there are pockets of real concern, as highlighted in this report, there is expectation in all the districts visited that schools will be established or improved through grant-aiding or construction.

## Key recommendations

The Government should have a coordinating mechanism to keep track of all contributions made by various stakeholders including private sector, CSOs, development partners and community efforts towards realisation of SDG 4 to facilitate reporting on progress and challenges.

The Government of Uganda's public education system is grossly underfunded. In order to monitor and achieve SDG4, it must invest considerably more resources in primary and secondary school construction in islands and hard to reach areas, teacher recruitment and training including incentivizing and accommodating teacher deployment in hard to reach areas.

There is urgent need for government to improve provision of SNE teachers and instructional materials to support inclusive education and capacity building for school managers to effectively manage and maintain SNE facilities. There is still heavy reliance on special units/schools for SNE.

Tracking and reporting of SDG4 indicator data and setting rational yearly targets for achievement of SDG4 by 2030 is key. There is urgent need to improve data collection and management in the sector. This may require establishing appropriate structures and systems for timely capture and effective management of data.

Measures should be put in place to eliminate/minimize the rampant and growing element of extra cost burden on parents in form of examination fees, extra lessons fees, development fees etc in UPE and USE schools, which is contributing to dropout. Policies by local governments that lead to mass class repetition of pupils, especially in P6, done by schools to avoid getting ungraded candidates in PLE, should be reconsidered to avoid unintended consequences.

Support ongoing government efforts in improving public education particularly at the lower secondary level. There is ongoing infrastructure development that will require qualified teachers, equipment and learning materials including those for children with disabilities to make them fully functional and aid equity in access to quality education.

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# Introduction



# 1. 0 Introduction

In September 2015, the 193 member states of the United Nations – including Uganda - committed themselves to the 2030 Agenda for sustainable development. The Agenda contained in 17 Sustainable Development Goals (SDGs) all aimed at eradicating poverty and dealing with the unfinished business of the Millennium Development Goals (MDGs) that ended in 2015. The fourth SDG (SDG4) is aimed at ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all by 2030. SDG4 has 10 targets encompassing many different aspects of education. Among them, there are 7 targets which are expected outcomes and 3 targets which are means of achieving those outcomes. Target 4.1 on universal primary and secondary education and target 4.5 on equality and inclusion for vulnerable populations are arguably some of the most important targets in the SDG 4 framework in that their achievement is basic to other targets and goals. Targets 4.a and 4.c, which address the supply and quality of teachers and educational infrastructure, respectively are similarly important.

The purpose of this report is to examine Uganda's progress towards achieving SDG4 by reviewing the status of the SDG 4.1, 4.5, 4.a, and 4.c indicators in Uganda. The report provides a brief historical and conceptual overview of Uganda's education system, focusing on the introduction of Universal Primary Education (UPE) and Universal Secondary Education (USE), the MDGs, and legal and policy frameworks. Then, the report breaks down the various indicators that comprise SDGs 4.1, 4.5, 4.a, and 4.c. These subject areas include access to primary and secondary school; basic outcomes such as completion rates; learning outcomes reflecting the quality of education; teachers; facilities and infrastructure; financial commitments; and cross cutting issues affecting vulnerable populations, such as girls, special needs students, refugees, those living in areas of recent conflict, and those living in impoverished and hard to reach areas. The report also discusses the Government of Uganda's (GoU) school inspection function, as well as the ways it monitors, evaluates, and reports the country's progress toward the SDG4 goals. The research relied mainly on government policies and reports that outline GoU's priorities, objectives, and achievements after the adoption of the SDGs in 2015, and field visits to 13 districts in Uganda.

The Initiative for Social and Economic Rights (ISER) acknowledges that implementation and monitoring of progress for the SDGs in general and SDG4 in particular is a collective effort, but notes that the state retains the responsibility as the primary duty bearer. We hope that this report will contribute to building the body of evidence referred to in the continuous assessments of Uganda's progress towards achieving SDG4 by 2030.



# Historical and Conceptual Overview





## 2.0 Historical and conceptual overview

### 2.1 Millennium Development Goal 2

In 2000, all the UN member states adopted the Millennium Development Goals (MDGs), which included goals in eight developmental sectors. In the education sector, the MDGs specified achievement of Universal Primary Education (UPE), which in Uganda's context refers to seven years of schooling from age 6-12. The international target date for implementation of the MDGs was set for 2015. In fact, the Government of Uganda (GoU) had adopted a UPE policy in 1997, and so the MDG educational goals were congruent with GoU policy at the time of adoption. Specifically, the MDG target was to "ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling." An additional target, addressing the intersection of gender rights and education was to "eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015."<sup>4</sup>

During the time period from 1997 to 2015, Uganda made significant gains in achieving these MDG goals, both in terms of access to primary education and gender parity. However, Uganda did not achieve the full targets, particularly when primary school completion rates were taken into account. Moreover, although gender parity was largely achieved for access to primary school, outcomes for girls were significantly poorer for secondary school.<sup>5</sup>

### 2.2 Universal Primary Education and Universal Secondary Education

The introduction of the UPE program in 1997 led to enormous progress in achieving the access target of MDG2. Upon the adoption of UPE, many additional schools were built, teachers were trained, and tuition fees were abolished.<sup>6</sup> The enrolment in UPE schools increased from 3.1 million pupils in 1996 to 8.4 million in 2013.<sup>7</sup> However, despite these remarkable successes, the education sector continues to face a number of challenges including poor performance outcomes, inadequate public investment in the education sector that are greatly impacting on quality, equity, and inclusion of many vulnerable children. For example, UPE's success is threatened by high primary drop-

4 See Government of Uganda; Millennium Development Goals Report for Uganda 2015; pp 16-20.

5 See Government of Uganda; Millennium Development Goals Report for Uganda 2015; pp 16-20.

6 UNICEF (2014); Out of School Children Study in Uganda; at [https://www.unicef.org/uganda/OUT\\_OF\\_SCHOOL\\_CHILDREN\\_STUDY\\_REPORT\\_FINAL\\_REPORT\\_2014.pdf](https://www.unicef.org/uganda/OUT_OF_SCHOOL_CHILDREN_STUDY_REPORT_FINAL_REPORT_2014.pdf)

7 The Guardian online publication (April 25, 2015); <https://www.theguardian.com/global-development/2015/apr/23/uganda-success-universal-primary-education-falling-apart-upe>; last accessed February 11, 2019

out rates.<sup>8</sup> Public investment in the education sector has been decreasing over the years. These among other factors are greatly impacting on quality, equity, and inclusion of many vulnerable children.

In 2007, Uganda adopted USE, which followed the UPE model of eliminating tuition fees for secondary schools. Compared to UPE, USE relied considerably more on PPP<sup>9</sup> arrangements with the private sector. Despite an increase in enrollment from approximately 160,000 students in Senior one (S1) in 2007 to 250,000 in 2013, the success of USE in increasing access to secondary school is debatable upon a closer examination of the data. For instance, the Net Enrolment Ratio (NER) essentially stagnated from 2008 to present at around 24-25%.<sup>10</sup> Previous research by the Initiative for Social and Economic Rights also revealed significant weaknesses in the implementation of the PPP program that negatively impacted the success of the USE scheme.<sup>11</sup>

## 2.3 National Development Plan (NDP) I and NDPII

In 2010, GoU released the first of five planned five-year NDPs, covering fiscal period 2010/11-2014/15. The NDP stipulates the country's medium-term strategic direction, status, challenges and opportunities. In the education sector, NDPI focused on completion of the MDG goals, namely primary school access; however, there was also a focus on school quality, as well as on disadvantaged populations such as girls and SNE students. NDPII, released in 2015, combined equitable access and quality into one single objective. It's stated interventions focused on improving the implementation of UPE and USE, with focus on improving the capitation grants – the mechanism by which the government subsidizes schools to eliminate tuition. There was special attention to improving school infrastructure, particularly water and sanitation. Specific gender and SNE needs were also highlighted. The second objective was to ensure delivery of education. The interventions for this objective included improvement of the inspection function, teacher development, and private sector relationships. The third and final objective was to enhance efficiency and effectiveness of education. Those interventions included re-centralizing the inspection function, ensuring school compliance with standards and regulations, and developing a specific system to provide

8 UNICEF (2014); Out of School Children Study in Uganda; at [https://www.unicef.org/uganda/OUT\\_OF\\_SCHOOL\\_CHILDREN\\_STUDY\\_REPORT\\_FINAL\\_REPORT\\_2014.pdf](https://www.unicef.org/uganda/OUT_OF_SCHOOL_CHILDREN_STUDY_REPORT_FINAL_REPORT_2014.pdf)

9 Government of Uganda announced the phasing out of the USE- PPP program in 2018, and has since embarked on construction of public schools at secondary level.

10 Huylebroeck, Lisa & Titeca, Kristof. (2015). Universal Secondary Education (USE) in Uganda: blessing or curse? The impact of USE on educational attainment and performance. At [https://www.researchgate.net/publication/283641062\\_Universal\\_Secondary\\_Education\\_USE\\_in\\_Uganda\\_blessing\\_or\\_curse\\_The\\_impact\\_of\\_USE\\_on\\_educational\\_attainment\\_and\\_performance](https://www.researchgate.net/publication/283641062_Universal_Secondary_Education_USE_in_Uganda_blessing_or_curse_The_impact_of_USE_on_educational_attainment_and_performance)

11 Initiative for Social and Economic Rights (ISER) (2016), A Threat or Opportunity? Public-Private Partnerships in Education in Uganda.

teacher in-service training and support.<sup>12</sup> Notably, NDP II was published in June 2015, several months before Uganda adopted the SDG framework. As a result, NDP II is not framed in terms of the specific SDG goals, even if the SDG shift to a focus on quality of education is mirrored in the NDP II objectives.

## 2.4 The Sustainable Development Goals

In September 2015, the 193 member states of the United Nations – including Uganda committed themselves to the 2030 Agenda for sustainable development that contained 17 SDGs. The UN balances its SDGs between economic growth, social inclusion, and although less relevant for education, environmental protection.<sup>13</sup> Thus the education SDGs range from human rights concerns to actual educational output and its effects on a nation's human resource capital. While the MDGs focused on access, the SDGs address quality and learning outcomes. The fourth target, SDG4 is that which concerns itself with educational goals.

The UNESCO Institute for Statistics (UIS) was selected as the custodian agency for most of the SDG4 global indicators (9 out of 11) and it is a partner organization for the other two.<sup>14</sup> There are also subsets of regional indicators. Sub-Saharan Africa is identified as a region, and its indicators are laid out in several documents.<sup>15</sup>

<sup>12</sup> NDP II at p. 197

<sup>13</sup> United Nations Website; at <https://www.un.org/sustainabledevelopment/development-agenda/>; last accessed December 7, 2018

<sup>14</sup> UNESCO Institute for Statistics (2018); Quick guide to Education Indicators for SDG4; at p. 9

<sup>15</sup> See Sub-Saharan Africa: African Union (AU)—Continental Education Strategy for Africa 2016-2025; Southern African Development Community (SADC)—Process of update of Protocol on Education and Training / Regional Implementation Plan 2007-2015.



# Legal and Policy Analysis



## 3.0 Legal and policy analysis

### 3.1 International legal framework

#### 3.1.1 Universal Declaration of Human Rights

Since the adoption of the Universal Declaration of Human Rights (UDHR) in 1948, the right to education has been enshrined in a number of treaties at the international and regional level to which Uganda is a party. The UDHR<sup>16</sup> states that “[e]very one has a right to education” and this has been reaffirmed in the various international and regional treaties - including the UNESCO Convention against Discrimination in Education,<sup>17</sup> International Convention on Economic, Social and Cultural Rights (ICESCR),<sup>18</sup> the Convention on the Rights of the Child (CRC),<sup>19</sup> the Convention on the Elimination of All forms of Discrimination against Women (CEDAW),<sup>20</sup> the African Charter on Human and Peoples’ Rights (ACHPR<sup>21</sup>) and the African Charter on the Rights and Welfare of the Child (ACRWC).<sup>22</sup>

#### 3.1.2 The International Covenant on Economic, Social and Cultural Rights

The International Covenant on Economic, Social and Cultural Rights (ICESCR) devotes two articles on to the right to education: Article 13 and 14. Article 13 of the ICESCR recognizes the universal right to education without discrimination of any kind and sets forward a framework to achieve the full realization of this right. Article 14 on the other hand relates to the obligation of the state to adopt a plan of action to secure free compulsory primary education if it has not been realized. General Comment 13 adopted by the Committee on Economic, Social and Cultural Rights provides the normative content on the right to education. State parties have an obligation to ensure that the right to education conforms to the aims and objectives identified in article 13 details education in all its forms must be available, accessible, acceptable, and adaptable. General Comment 13 further elaborates the obligations of the state – to respect, protect and fulfill the right to education.

#### 3.1.3 The UN Convention on the Rights of the Child

The UN Convention on the Rights of the Child (UNCRC) outlines the right to education and the training of all children to accomplish the best level of independence and social integration conceivable. Article 28 (1) (a) of the UNCRC provides that States Parties

16 Article 26

17 Article 5

18 Article 13 & 14

19 Article 28 & 29

20 Article 10

21 Article 17

22 Article 11



recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity – make primary education compulsory and available free to all.

It should be noted that both the UNCRC and the ICESCR do not provide for the right to inclusive education, although Article 2 of the UNCRC mentions disability in the list of prohibited discrimination grounds and Article 23 (3) states that children with disabilities must have access to education “in a manner conducive to the child’s achieving the fullest possible social integration and development.

### **3.1.4 The United Nations Convention on the Rights of Persons with Disabilities**

The United Nations Convention on the Rights of Persons with Disabilities (CRPD)<sup>23</sup> Article 24 states that “States parties shall ensure an inclusive education system at all levels and lifelong learning. The Committee on the Rights of Persons with disabilities interprets the right to inclusive education as laid out in Article 24 of CRPD – Inclusion is key to achieving the right to education for all learners, including those with disabilities. States parties must have regard for the underlying general principles of the convention. In all the measures undertaken to implement inclusive education and must ensure that both the process and outcomes of developing an inclusive education system comply with article 3.<sup>24</sup>

### **3.1.5 The Salamanca Statement and Framework for Action**

The Salamanca Statement and Framework for Action (UNESCO, 1994) reinforces the schools’ obligation to accommodate all children, regardless of their physical, intellectual, social, emotional, linguistic or other condition.

### **3.1.6 The Dakar framework for Action**

The Dakar framework for Action (Dakar World Education Conference, UNESCO 2000), the World Education forum highlights the importance of inclusive Education, and reiterates that “the inclusion of children with various educationally disadvantaged positions, such as children with special needs, from ethnic minorities, remote communities, and others excluded from education, must be an integral part of the strategies to achieve Universal Primary Education.”

<sup>23</sup> 2006

<sup>24</sup> CRPD, General Comment 4, section 3

## 3.2 Regional legal framework

At the regional level, the African Charter on Human and People's Rights (ACHPR) under Article 17, states that everyone has a right to education. The Resolution on the Right to Education in Africa<sup>25</sup> further urges state parties to guarantee the full scope of the right to education including; The opportunity for all children to enjoy free and compulsory primary education without distinction by progressively providing adequate financial and other resources in their education budget; ensuring equal opportunity and general accessibility, both physical and economic, for all persons to education without discrimination; The provision of high quality and appropriate educational programmes that serve the needs of all sectors of society, and in particular girls, vulnerable children such as children with disabilities, refugee children, migrant children, street children, internally displaced children, pregnant children and children from marginalized communities; among other things.

Resolution 420<sup>26</sup> of the African Commission also calls upon states to fulfil their obligation to guarantee the right to education in accordance with the African Charter, other regional and international standards in accordance with the principles of availability, affordability and quality. The Resolution also calls upon states to adopt legislative and policy frameworks regulating private actors in social service delivery and ensure that their involvement is in conformity with regional and international human rights standards.

The African Charter on the Rights and Welfare of the Child provides for the right to education under article 11, and states that the education of the child shall be directed to the promotion and development of the child's personality, talents and mental and physical abilities to their fullest potential among other things. The Charter further enjoins States Parties to take all appropriate measures with a view to achieving the full realization of this right and in particular to provide free and compulsory basic education and encourage the development of secondary education in its different forms and to progressively make it free and accessible to all. Article 11 (3) (d) specifically directs states to take measures to encourage regular attendance at schools and the reduction of drop-out rates; while article 11(3) (e) directs states to take special measures in respect of female, gifted and disadvantaged children, to ensure equal access to education for all sections of the community.

<sup>25</sup> ACHPR/Res. 346 (LVIII)2016

<sup>26</sup> ACHPR/Res.420 (LXIV) 2019–Resolution on State Obligations to Regulate Private Actors Involved in the Provision of Health and Education Services.

In order to enhance girls' education, the Charter under article 11 (6) enjoins States Parties to have all appropriate measures to ensure that children who become pregnant before completing their education shall have an opportunity to continue with their education on the basis of their individual ability.

### 3.3 National legal and policy framework

At the national level, Uganda's laws and policies place the primary responsibility on the government to ensure that the right to education is enjoyed by all:

#### 3.3.1 1995 Constitution

The guiding principles forming Uganda's primary and secondary education system are found in its 1995 constitution, which guarantees a right to free and compulsory "basic" education. Specifically, Article 30 of the Constitution states that all persons in Uganda have the right to Education. Article 34 (2) guarantees the rights of children to "Basic Education," stating that its attainment is the responsibility of the state and parents of the Child. The Education objectives include that: (i) The state shall promote free and compulsory basic education; (ii) The state shall take appropriate measures to afford every citizen equal opportunity to attain highest educational standards possible; and (iii) Individuals, religious bodies and NGOs shall be free to build and operate educational institutions in line with the education policy.<sup>27</sup>

#### 3.3.2 The Education (Pre-Primary, Primary and Post-Primary) Act<sup>28</sup>

The Education (Pre-Primary, Primary and Post-Primary) Act is the legislative basis governing education provision in Uganda. It States that "basic education shall be provided and enjoyed as a right by all persons." The major objective of the Act is to give full effect to education policy of government and functions and services by government.

In addition to defining primary schooling as part of the "basic" education package, the Act also establishes Universal Secondary Education as referring to the "state funded secondary education programme providing obstacle free post primary education."<sup>29</sup>

The Act stipulates that the government is ultimately responsible for all aspects of the Ugandan educational system including private schools. The Act states that it is the responsibility of the government "to ensure that private education institutions conform to the rules and regulations governing the provision of education services in Uganda."<sup>30</sup>

27 Objective XVIII (18) National Objectives and Directive Principles of State policy Constitution of Uganda 1995

28 2008

29 Government of Uganda (2008); Education Act, Section 2

30 Government of Uganda (2008); Education Act, Section 5 (4)

The Act lays out the structure of the Uganda schooling system, which includes seven years of primary schooling starting at age 6, four years of ordinary secondary education, and then two years of advanced secondary education.

Notably, the Act clearly prohibits the charging of fees for any public schools or for grant-aided schools, which are essentially any private schools that receive government funding. It states, “No person or agency shall levy or order another person to levy any charge for purposes of education in any primary or post primary institution implementing UPE or UPPET [universal post-primary education or training] programme.”<sup>31</sup> Similarly, the NRM Manifesto 2016-2021 states, “It’s illegal to send away pupils whose parents haven’t paid contributions agreed upon at school.”<sup>32</sup> Therefore, on a strictly legal basis, Uganda passes the scrutiny of global SDG indicator 4.1.7, which examines the number of years of (a) free and (b) compulsory primary and secondary education guaranteed in legal frameworks. However, reality is such that various forms of non-tuition school fees are ubiquitous in Uganda in apparent contravention to the law.

The Act discusses an inspection function, and the obligation of any school to submit to the requests of a government inspector. However, it is notable that the Act does not specify the frequency or content of inspections or audits that the government is obligated to perform on behalf of the citizenry.<sup>33</sup> The Act places the burden on district councils to develop educational development plans that cover a period of three years.<sup>34</sup> The Act stipulates that private schools must demonstrate that the environment is conducive for pupils with special needs.<sup>35</sup>

There have been a number of policies put in place by government to guide the implementation of the right to education for all. A brief overview of each of them is set out below:

### **3.3.3 1992 Government White Paper on Education**

Uganda’s education policies stem from the 1992 Government White Paper on Education. The white paper on education is seen as the foundation of the country’s structure, policy, and programming in education. It aims among other things to promote citizenship; moral, ethical and spiritual values; scientific, technical and cultural knowledge; and skills and attitude. In addition, the policy aims to eradicate illiteracy and equip individuals with basic skills and knowledge and the ability to contribute to the building of an integrated, self-sustaining, and independent national economy.

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31 Government of Uganda (2008); Education Act, Section 9 (1)  
 32 Government of Uganda; NRM Manifesto 2016-2021 at p. 169  
 33 Government of Uganda (2008); Education Act, Section 25  
 34 Government of Uganda (2008); Education Act, Section 27 (1)  
 35 Government of Uganda (2008); Education Act, Section 31 (3, g)

### **3.3.4 The Second National Development Plan (NDP II)**

This is a foundational document, which sets out the government policy on all sectors ranging from agriculture to health to the education sector. In this foundational document, it is clearly indicated that SDGs have been integrated in NDPII as a platform for mobilizing resources to implement and monitor their achievement. Further that SDGs will also be integrated in the appropriate sector and local government plans and budgets as well as implementation, monitoring and evaluation frameworks. NDPII further stresses the relevance of SDG4 on ensuring inclusive and equitable quality education and promoting life-long opportunities for all.

The education component under the NDPII focuses mainly on strengthening Early Childhood Development (ECD) with special emphasis on early aptitude and talent identification; increasing retention at primary and secondary levels, especially for girls, as well as increasing primary-to-secondary transition; increasing investment in school inspection; review and upgrading the school curricula.

The NDPII acknowledged that the sector is constrained by low quality of education at all levels due to shortage of critical infrastructure - especially classrooms and sanitation facilities; high pupil/text book ratio and inadequate supply of non-text book materials; high dropout rates - particularly by girls, attributed to many factors including lack of school feeding programs and poor sanitary facilities in primary school; high head teacher, teacher and pupil absenteeism estimated at 20 percent among others.

### **3.3.5 The Education Sector Strategic Plan (ESSP)<sup>36</sup>**

The ESSP is hinged on three major policy objectives aimed at improving equitable access to quality and relevant education in the country. These three objectives are to: (i) achieve equitable access to relevant and quality education and training; (ii) ensure delivery of relevant and quality education and training; and (iii) enhance efficiency and effectiveness of education and sports delivery at all levels. The priority interventions that the Ministry plans to implement during this period are based on the 2016- 2021 NRM Election Manifesto, the twenty-three Presidential guidelines, NDPII, international policy Commitments and the Sectors SWOT Analysis.

Therefore, from the legal and policy framework discussed above, the state has the primary responsibility of ensuring inclusive and equitable quality education and promote lifelong learning opportunities for all.

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36 2017/2018- 2019/2020

# Methodology



## 4.0 Methodology

The research combined desk review of existing data mostly from government sources. In addition to document review, ISER conducted field research, by visiting primary and secondary schools around Uganda, attaining data through observation and interview with head teachers, District Education Officers and district inspectors. The interview guide and observation tool was based on SDG indicators 4.1, 4.5, 4.a, and 4.c. It was also fashioned after the primary and secondary school inspection toolkits used by DES inspectors.

### 4.1 Data Sources

Uganda's progress toward the 2030 Agenda for sustainable development is broadly planned and implemented through the National Development Plan II (NDPII) 2015/2016- 2019/2020 under the national vision 2040. Uganda has further set up structures for coordinating the implementation of the SDGs through partnerships and targeted resource mobilization. Efforts have been made to integrate the SDGs into national, sector and local government plans; and the progress towards the achievement of SDGs is tracked through the national monitoring and evaluation system. For this report, we relied primarily on NDP II to identify GoU's long-term priorities for the educational sector. For the government's short-term operationalization of those priorities, we focused our review on the ESSP 2017/18-2019/20. In this document, GoU lays out its qualitative and quantitative targets for 2020, at times breaking down those targets by individual year. Unfortunately, ESSP 2017/18-2019/20 does not provide justification for its 2020 targets; nor, in most cases, does any available government document provide a direct roadmap to achieve quantitative targets for the ultimate achievement of the SDGs in 2030. Therefore, though it is possible to discuss whether Uganda is on track to meet its 2020 projections, it is difficult to extrapolate whether meeting those projections in fact means that Uganda is on track to achieving the SDGs.

The government's year to year education achievements are detailed in its annual ESPAPR, which provides statistical data and project-based information. The 2017/18 ESPAPR is not yet publicly available; however, ISER was able to attain a draft copy. Unfortunately, the draft copy does not provide a SDG4 table and is lacking much of the standard data on enrollment and other SDG4 indicators, so the most recent data comes from the 2016/17 ESPAPR. Moreover, the ESPAPR is the first MoES publication to directly provide data on SDGs. Still, as will be evident to the reader, that data is largely incomplete, for which reason this report often relies on government information and data that bears only indirect reflection on SDG4 achievement. For information concerning teacher training, and for cross-cutting issues, such as gender



and disability, this report examined additional government policies and guidelines that provide information beyond NDP II, ESSP, or the more foundational educational documents and policies. Further conclusions for the study were drawn from field visits to the various districts across the country and interviews with MoES senior officers and CSO leaders.

## 4.2 Field research methodology

In order to determine the field visit sites or study areas, ISER examined the 2015 League Table published in the 2015/2016 ESPAPR, which ranked the highest and lowest performing districts based on three indicators of educational achievement.

### Extract from the 2015 League Table

No.	District	NIR (M)	NIR (F)	NIR (T)	Completion (M)	Completion (F)	Completion (T)
101	Apac	44.80%	48.80%	46.80%	46.00%	38.50%	42.30%
102	Kibaale	54.00%	57.10%	55.50%	43.10%	46.80%	44.90%
103	Kole	35.00%	39.00%	37.00%	47.80%	34.90%	41.50%
104	Nakapiripirit	30.90%	23.40%	27.10%	21.50%	11.00%	16.20%
105	Moyo	39.10%	42.20%	40.60%	14.40%	9.60%	12.00%
106	Buvuma	63.00%	66.00%	64.50%	35.20%	33.30%	34.30%
107	Bududa	62.70%	67.90%	65.20%	31.30%	39.20%	35.10%
108	Buyende	55.10%	63.80%	59.30%	42.20%	45.70%	43.90%
109	Adjumani	17.70%	19.20%	18.40%	47.40%	27.00%	37.30%
110	Nwoya	33.40%	38.00%	35.60%	46.10%	28.20%	37.40%
111	Amuru	35.80%	37.50%	36.70%	57.60%	30.00%	44.00%
112	Yumbe	33.20%	31.20%	32.20%	16.20%	7.70%	11.70%
113	Amudat	14.00%	12.00%	13.00%	7.70%	6.20%	7.00%

ISER relied on the league table because 2015/2016 was the year when SDG implementation commenced. Thus, the league table of 2015/2016 enabled the team to assess progress over the years. In keeping with ISER's focus on the most vulnerable groups, ISER focused on the districts that received the lowest rankings in 2015/16.<sup>37</sup> Therefore, it should be noted that the districts themselves did not comprise a representative sample of the country, by design. In selecting field visit sites, ISER also prioritized geographical diversity, though site locations were limited by practical considerations and availability of resources. The following districts were visited:

<sup>37</sup> Government of Uganda; ESPAPR 2015/16; at p.208

- Northern, Lango sub-region: Apac and Kole.
- Northern, Acholi sub-region: Nwoya and Amuru.
- Northern, West-Nile sub-region: Adjumani, Yumbe, and Moyo.
- Northeastern, Karamoja sub-region: Nakapiripirit and Amudat.
- Eastern, Bududa sub-region: Busigu
- Eastern, Busoga sub-region: Buyende
- Central region: Buvuma
- Western region: Kibaale

In addition to field visits, ISER conducted interviews with relevant CSO leaders as well as senior officers within MoES including:

- Directorate of Education Standards
- Directorate of Basic and Secondary Education
- Department of Education Planning
- Department of Teacher Education
- Department of Special Needs and Inclusive Education
- Gender Unit
- National Curriculum Development Center



# Key Findings



## 5.0 Key Findings

This section provides detailed findings derived from the desk review and analysis of data collected from the field. The findings result from examination of Uganda's progress towards achieving SDG4 by reviewing the status of the SDG 4.1, 4.5, 4.a, and 4.c indicators.

### 5.1 Desk Review

#### 5.1.1 Access

Access to education is arguably the most basic prerequisite of a functioning universal education system. Access to primary education was the main goal of the MDGs and access to primary and secondary education remains a modified goal of SDG4. The most basic metric evaluating access to education is through enrollment rates. Although basic enrollment indicators are not used for the global SDG4 targets, Uganda has included it as a national indicator. Specifically, Uganda has focused on the Gross Enrollment Ratio (GER), which measures total enrolment in a specific level of education (e.g. Primary or Secondary), regardless of age, expressed as a percentage of the eligible official school-age population corresponding to the same level of education in a given school-year. Official school age groups are 6–12 years for primary and 13–18 years for secondary.

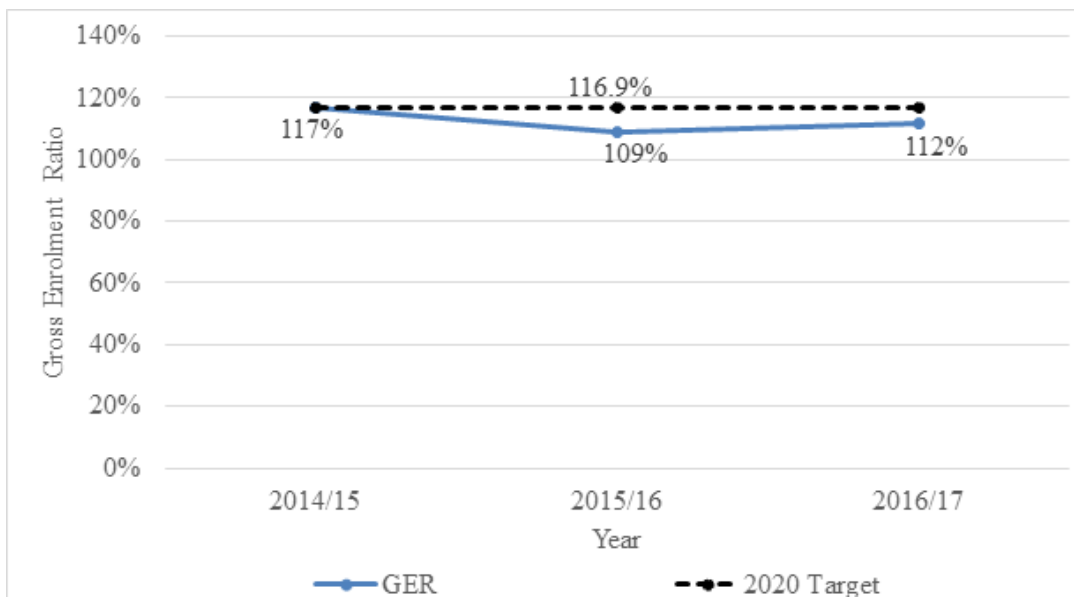
##### 5.1.1.1 Primary sub sector

GER numbers generally exceed 100% in Uganda. There are several reasons for this. In some cases, children below the age of 6 might enroll in primary school when no pre-primary options are available. In other cases, children might enroll late in a level of schooling, and might still be in the system past the official age range. A third cause of high enrollment rates might be children repeating one or more years of school; however, a majority of repeaters, at least in primary one, may be under-age students.<sup>38</sup> Thus, although high GER (above 100%) is a positive indicator in terms of measuring the primary sector's capacity, it might be indicative of other structural problems.

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38 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 159

## Graph showing Gross Enrolment Ratio for the primary sub sector



Source: Author's illustration

The GER for primary school in Uganda for the 2014/15 school year was 117%. That year, approximately 16% of first year students were underage, 32% were on time, and 52% were over-age.<sup>39</sup> The GER decreased to 109% in 2015/16, and rose slightly to 112% in 2016/17.<sup>40</sup> These numbers therefore indicate that Uganda has the capacity to enroll in primary school at least the number of children 6-12 years old, plus some additional number of students who are either below or above that age attending primary school for various reasons. According to the Education and Sports Strategic Plan FY 2017/18-2019/20 (ESSP 2017/18-2019/20), the national targets for GER in the primary sector were 109% in 2015, 114.1% in 2016, and 114.7% in 2017, projecting a gradual increase in GER to a target of 116.9% in 2020.<sup>41</sup> Unfortunately, the ESSP 2017/18-2019/20 does not clarify why it chose this particular target ratio. Moreover, it does not provide a clear explanation for the apparent 8-point drop in the observed ratio from 2014/15 to 2015/16. It only states that the decrease in enrollment was likely due to high drop-out rates, but it does not directly explain why drop-out rates might have spiked during that interval.<sup>42</sup>

39 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 159

40 Unless otherwise specified, all statistics cited in this report are sourced from the Education Management Information System (EMIS) and made available to the public by the government in its Education and Sports Sector Annual Performance Reports (ESPAPR), among other documents. See ESPAPR 2016/17 at pp. 166-171 and 194-204 for the most comprehensive and up-to-date annex publicly available.

41 Unless otherwise specified, all national targets for 2020 are specified in the Government of Uganda's Education and Sports Strategic Plan FY 2017/18-2019/20 (ESSP 2017/18-2019/20) Annex 9 at pp. 78-79.

42 Government of Uganda; ESSP 2017/18-2019/20; at p. 88

In discussing the Net Enrollment Ratio (NER)<sup>43</sup> which also fell drastically in that interval, the ESPAPR offers a different explanation stating, “This is attributed to the actual 2014 population census figures used in computation than (sic) the projected population figures that were previously used.”<sup>44</sup> It also notes that the decrease occurred across all regions. The insufficiently explained variability of this data makes it hard to determine if Uganda is on track to achieve this target. However, a cautious estimation is that the government is on track for a very narrow miss in 2020.

An important factor likely affecting GER in the Primary sub-sector is Uganda’s unique population growth and demographic characteristics. Uganda has one of the highest population growth rates in the world. The school-age population is expected to continue to grow at a rate of about 3.0% per year over the next decade, and the number of children reaching school age is expected to increase by 37% between 2016 and 2020 (from 1,842,006 to 2,514,830).<sup>45</sup> Therefore, maintaining sufficient capacity for Uganda’s primary school population is a particular national challenge.

Although not specifically included in SDG figures, there are other measures that help to paint the picture of access to primary school. For instance, the Uganda National Household Survey 2016/17 states the number of children aged 6-12, who are currently attending school. In 2016/17 that percentage was 89.9%, nationally.<sup>46</sup> That number is a slight increase from the 2012/2013 survey, which had the number at 86.6%.

Another factor relevant to access not included in the SDGs is the distance a child must travel to access a school. In 2014, about 55 percent of children enrolled in a rural primary school had to travel more than 2 kilometers to get there.<sup>47</sup> Still, the UNHS 2016/17 found that for only 2.9% of children who did not go to Primary School, the main reason was that the school was too far away.<sup>48</sup> These results seem to corroborate the fact that overall, only 2.8% of Ugandan “communities” are more than 5 kilometers from a public primary school.<sup>49,50</sup>

43 Net Enrollment Ratio is the enrolment of the official age-group for a given level of education expressed as a percentage of the corresponding population.

44 Ibid at p. 89

45 Government of Uganda (2015); National Development Plan II; at p. 4.

46 Government of Uganda; Uganda National Household Survey 2016/17; at p. 36

47 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 156

48 Government of Uganda; Uganda National Household Survey 2016/17; at p. 44

49 Government of Uganda; Uganda National Household Survey 2016/17; at p. 46

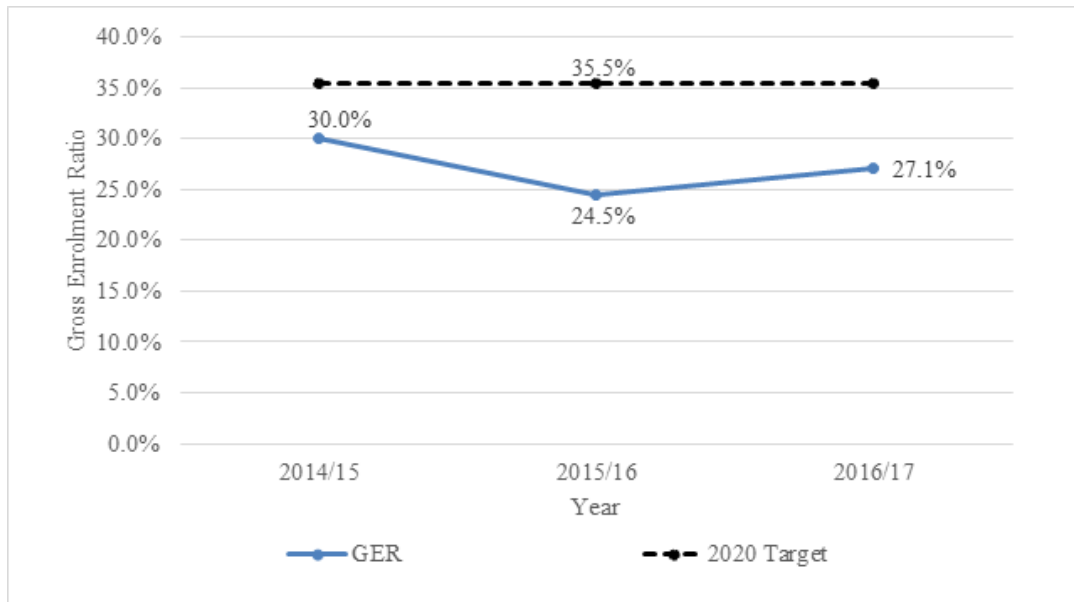
50 Although the survey also stated distance to a private school, it did not differentiate between grant-aided and non-grant-aided private schools. It’s unclear if “government schools” included grant-aided (UPE) private schools.



The UNHS 2016/17 data actually reveals a surprising reason that parents do not send their children to primary school: parental attitudes. A majority of parents of 6-12 year-olds who do not send their children to primary school state they do not send them because they feel their child is too young (43.2%) or because the parent simply does not want their child to go to primary school (19.1%).<sup>51</sup> However, as discussed below, both of these stated reasons are much more prevalent for girl children.

### 5.1.1.2 Secondary sub sector

**Graph showing Gross Enrolment Ratio for the secondary sub sector**



*Source: Author's illustration*

GER was 30% for 2014/15, and 24.5% for 2015/16. The government explanation for the 5.5 point decrease during this interval is a “low response rate especially among private schools.”<sup>52</sup> In general, MoES attributes the subpar secondary school GER figures to an “increasing number of sub counties without any form of secondary school due to the increase in the new government administrative units” and high dropout rates, particularly among girls.<sup>53</sup> In 2016/2017, GER was recorded at 27.1%, essentially splitting the difference between 2014/15 and 2015/16. MoES posits that the rebound in this period was due to an increase in government-aided schools and increased access among students to USE. In support of this

<sup>51</sup> Government of Uganda; Uganda National Household Survey 2016/17; at p. 45

<sup>52</sup> Government of Uganda (2015/2016); Education and Sports Sector Annual Performance Report at p. 98

<sup>53</sup> Ibid at p. 96

hypothesis, they note that the proportion of enrolled secondary students benefitting from USE grew by 4.4% from 2016/17, and the proportion benefitting from Universal Post-O’Level Education and Training (UPOLET) increased by 5.5%.<sup>54</sup>

Given that MoES’ target GER for secondary school for 2016 was 26.7%, Uganda was actually slightly above target for that year. Assuming a modest upward trajectory of approximately two points per year, Uganda is on track to meet its goal of 35.5% in 2020. However, there is insufficient evidence to predict that trajectory with confidence. Another factor relevant to access not included in the SDGs is the distance a child must travel to access a public or grant-aided school. Still, the UNHS 2016/17 found that for nearly half (46.8%) of Ugandan “communities” there were no government secondary schools within 5 kilometers, and for 30.4%, there were no private secondary schools.<sup>55,56</sup>

Based on information provided by the Directorate of Basic and Secondary Education, MoES is finalizing preparations for implementation of two projects to increase access to secondary education. Under the Uganda Intergovernmental Fiscal Transfers (UgIFT), 322 sub-counties without a Government secondary school have been prioritized for construction of new seed secondary schools over a 6 year period. Additionally, the Uganda Secondary Education Expansion Project (USEEP), with support from the World Bank will complement the UgIFT project with construction of 180 seed secondary schools in sub-counties in need.

### 5.1.2 Basic outcomes

Access to enrollment of course, means very little without attention to basic outcomes. The SDGs combine outcomes with quality measurements in SDG 4.1. However, for the purpose of this review, we will treat them separately. SDG Target 4.1 states, “By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes.” Included in the target indicators are:

- 4.1.3: Gross intake ratio to the last grade (primary education, lower secondary education)<sup>57,58</sup>

54 Government of Uganda (2016/2017); Education and Sports Sector Annual Performance Report at p. 76

55 Government of Uganda; Uganda National Household Survey 2016/17; at p. 46

56 Unfortunately, the survey did not differentiate between government-aided (USE) private schools, and private for profit schools, which leads to ambiguity in the proper interpretation of the data.

57 The Gross Intake Ratio (GIR) refers to the total number of new entrants in the last grade (i.e. of primary and lower secondary), regardless of age, expressed as a percentage of the population at the theoretical entrance age.

58 For this indicator, the ESPAPR 2016/17 mistakenly reports GIR into the first grade of primary and lower secondary rather than the last. Therefore, MoES’ responses are incorrect.

- 4.1.4: Completion rate (primary education, lower secondary education, upper secondary education)<sup>59</sup>
- 4.1.5: Out-of-school rate (primary education, lower secondary education, upper secondary education)<sup>60</sup>
- 4.1.6 Percentage of children over-age for grade (primary education, lower secondary education)<sup>61</sup>

### 5.1.2.1 Primary sub-sector

**Table showing the basic outcome indicators for the primary sub-sector**

Ratio/Rate	2015/16	2016/17	2020 Target
Gross Intake Ratio	46.0%	50.0%	
Completion Rate	62.0%	62.0%	70%
Out of School Rate	9.0%	4.0%	5%
Percentage of children over-age for primary		15.3%	

*Source: Author's illustration*

For the primary sub-sector, for indicator 4.1.3, MoES mistakenly reports the Gross Intake Ratio (GIR) for Primary 1 rather than for Primary 7, which is what the SDG indicator actually asks for. However, the correct indicator, GIR to the last grade (Primary 7), can be approximately calculated by multiplying the GIR for Primary 1 by the rate of survival to Primary 7, which are both data points available for 2015 and 2016 in the EMIS. Thus, in 2015, the GIR to Primary 7 was approximately 46%, while in 2016 it increased to approximately 50%. According to MoES, the primary school completion rate was approximately 62% in 2015/16 and 2016/17. Though technically possible, it seems unlikely for the school completion rate to be 12-16 percentage points higher than the GIR to Primary 7. It is notable that unlike most statistics provided by MoES, the completion rate here is cited as being sourced from UNEB, rather than EMIS. Thus, these figures raise concerns that at least one of these two databases might be incorrect, which would explain why they appear to contradict one another. Regardless, even if the (UNEB) completion rate of 62% is accurate, it seems problematically low. MoES does not provide an explanation that explicitly addresses it. The target rate for 2020 is 70%.

59 Completion rate is defined as the total number of pupils/students who registered for the end of cycle exams regardless of age, expressed as a percentage of the population at the official primary/secondary graduation age (12 years for primary and 16 years for lower secondary).

60 Out-of-school rate is derived by subtracting Net Enrollment Ratio (NER) for a given grade level from 100.

61 Percentage of children over-age is derived from the number of pupils above the appropriate age for a level of schooling divided by the number of pupils in the school.

The out-of-school rate for primary education was 9% in 2015/16, and it improved to 4% in 2016/17. MoES also does not provide an explanation for the progress in this indicator from 2015/16 to 2016/17. The lack of an explanation is unfortunate, since this indicator actually surpasses the 2020 target of 5%. A slightly different measure from the 2016/17 Household Survey found that 13.3% of children 6-12 years old were not currently attending school.<sup>62</sup> The percentage of children over-age for primary school was 15.3% in 2016/17, the only year for which data is available. ESSP FY 2017/18-2019/20 did not set a target for this indicator. According to MoES, out-of-school rates and over-age student rates are attributed to: high poverty levels preventing families from being able to pay for scholastic materials, feeding and uniforms; child labor - children caring for younger siblings, sick and elderly relatives, and doing house chores; and the fact that there are still some parishes that do not have schools.<sup>63,64</sup> There are currently 1,100 parishes without a primary school.<sup>65</sup>

### 5.1.2.2 Secondary

**Table showing the basic outcome indicators for the secondary sub-sector**

Ratio/Rate	2015/16	2016/17	2020 Target
Gross Intake Ratio			
Completion Rate (lower secondary)	36.2%	37.8%	41.0%
Completion Rate (upper secondary)		12.7%	
Out of School Rate (lower secondary)	78.0%	76.0%	70.0%
Out of School Rate (upper secondary)			
Percentage of children over-age for secondary		37.5%	

*Source: Author's illustration*

For the secondary sub-sector, MoES again mistakenly reports the GIR for Secondary 1 instead of the last grade of Lower Secondary for indicator 4.1.3. Unlike for the primary sub-sector, MoES does not provide survival rates to the last year of lower secondary (Secondary 4). Therefore, GIR to last grade of lower secondary cannot be calculated based on the information available.

62 Government of Uganda; Uganda National Household Survey 2016/17; at p. 36

63 ESPAPR 2016/17 at p. 70

64 ESPAPR does not provide the number or percentage of parishes without schools.

65 MoES: Ministerial Policy Statement FY2019/2020

In 2015/16, the lower secondary completion rate was 36.2%, and in 2016/17, it rose slightly to 37.8%. The lower secondary completion goal target is 41%. Therefore, it seems plausible that Uganda will reach its 2020 goal for lower secondary completion. Completion rates for upper secondary was 12.7% in 2016/17. ESSP FY 2017/18-2019/20 did not set a target for upper secondary completion rates in 2020.

The out-of-school rate for lower secondary was 78% in 2015/16, which reduced to 76% in 2016/17. MoES did not provide an out-of-school rate for upper secondary, but it is presumably quite high considering it logically must be higher than the lower secondary out of school rate. The secondary school out-of-school rate target for 2020 is 70%, though ESSP FY 2017/18-2019/20 does not clarify if that refers to lower and upper secondary, or just lower secondary. Assuming the target refers just to lower secondary, Uganda might be on track to meet that number.

The percentage of students over-age for lower secondary school was 37.5% in 2016/17, the only year for which MoES reported data. Considering that a 16-year-old in S1, S2, or S3 does not count as over-age (as per MoES' calculation method), this number is quite high. There are no 2020 targets for this indicator.

### **5.1.3 Learning outcomes**

Part of the purpose of SDG4 is to move beyond equity and access, and to assess educational quality. Actual learning outcomes of students are a robust and objective means of doing so. These outcomes are also harder to assess, since they require various forms of standardized testing throughout the education system. Indicator 4.1.2 calls for administration of a nationally-representative learning assessment in grade 2 or 3, at the end of primary school, and at the end of lower secondary school. Uganda meets these criteria under various programs administered by Uganda National Education Board (UNEB). For primary students, the National Assessment of Progress in Education (NAPE) assesses a minimum proficiency in reading (in local languages and in English) and mathematics. At the end of primary education, students take a Primary Leaving Examination (PLE), and at the end of lower secondary they take the Uganda Certificate of Education (UCE) exam. In its development and implementation of these standardized examinations, Uganda has met an important indicator. It should be noted, however, that the major NAPE exam is only administered every three years.<sup>66</sup>

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<sup>66</sup> UNESCO UIS website; accessed at <http://nada.uis.unesco.org/nada/en/index.php/catalogue/103>; last accessed January 22, 2019

### 5.1.3.1 Primary sub-sector

**Table showing Learning outcomes for the primary sub sector**

Indicator	2015/16	2016/17	2017/18	2020 Target
Literacy test pass rate	60%			72%
Numeracy test pass rate	72%			77%
PLE pass rate	86%	87%	91%	89%

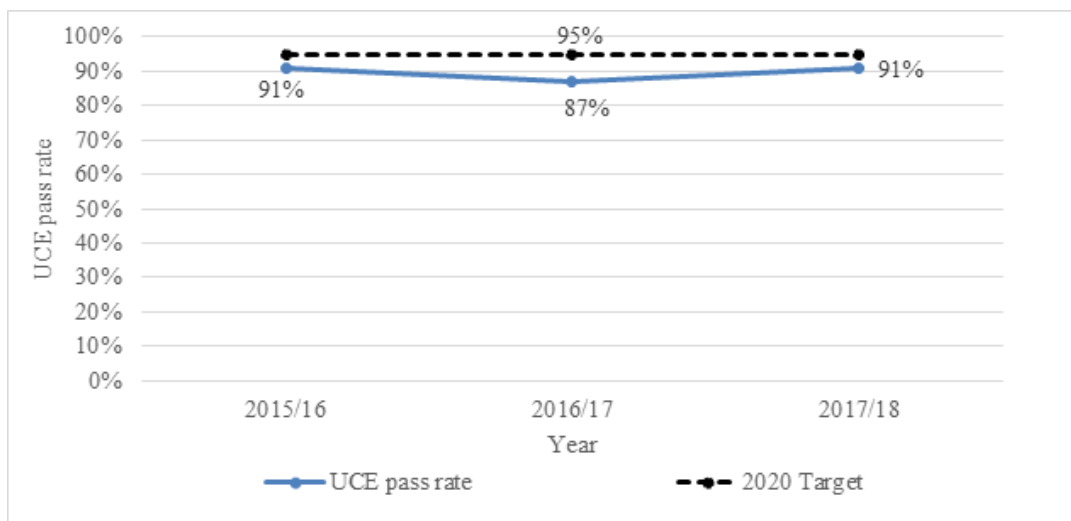
Source: Author's illustration

In the 2015/16 year, primary students sat for the NAPE exam at Primary 3. 60% of students taking the exam passed the literacy test, and 72% passed the numeracy test. The target for 2020 is 72% for reading and 77% for math. Thus, reading must increase by 12 percentage points and numeracy by 5 in order for Uganda to meet its 2020 target for Primary 3 students.

In 2015/16, the PLE pass rate was 86%. In 2016/17, it increased slightly to 86.9%, and it increased again to 91% in 2017/18.<sup>67</sup> The 2020 target for overall pass rate is 89%. Therefore, unless the pass rates drop in the future, Uganda has already met its 2020 target.

### 5.1.3.2 Secondary sub-sector

**Graph showing UCE pass rate**



Source: Author's illustration

67 ESSAPR 2017/18 (unpublished draft); at p. 99

The UCE pass rate was 91% in 2015/16, decreasing to 87% in 2016/17 and rising back to 91% in 2017/18.<sup>68</sup> MoES offers no clear explanation for the decrease in 2016/17 and rebound in 2017/18. There was a small increase in students (36.2% in 2015/16 to 37.8% in 2016/17) registering for the exams, which might conceivably suppress pass rates slightly, but not by as much as 4%. With a 2020 target of 95%, it does not appear that Uganda will reach its goal without incremental improvement each year.

Between 2011-2014 a Cambridge Education team providing technical assistance to MoES determined that the lower-secondary school curriculum was antiquated and overly rote. A labor market survey determined that employers were critical of the skills and abilities of lower secondary graduates. A new curriculum was designed, but was met with critical resistance, and at the end of 2016, the president of Uganda declared that the implementation of the curriculum should be put on hold until 2020 owing to a lack of funds. According to the World Bank's assessment in 2018, the lack of costing and planning for adequate financing of the curriculum reform remains a significant shortcoming.<sup>69</sup>

## 5.1.4 Teachers

In discussing the challenges of achieving quality education, and in explaining the likely reasons for unsatisfactory achievement scores among students, MoES often cites an insufficient quantity of well-trained, highly motivated, and properly resourced teachers.<sup>70</sup>

### 5.1.4.1 Legal Framework

There is a limited legal framework establishing teacher policy in Uganda. The 1992 Government White Paper on Education lays out aspirational guidelines for the teaching profession, but offers little in terms of enforceable policy. The most bureaucratically relevant policy can be found in the Education Act of 2008 under “Part V—Registration and Licensing of Teachers.”<sup>71</sup> The legislation provides basic structures for registration and licensing of eligible teachers, but does not provide direct guidelines to ensure quality. The most specific requirements for primary and secondary teacher training are set by MoES' Teacher/Tutor, Instructor Education and Training Department (abbreviated as TIET).

MoES seems to recognize that there are still significant gaps which prevent Uganda from achieving and maintaining a quality teaching workforce. It has identified several strategies for developing improved human resources in the education sector. According to NDP II, MoES plans to develop and implement a Teacher Development and

68 ESSAPR 2017/18 (unpublished draft); at p. 102

69 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 210

70 See for instance, ESPAPR 2016/17 at p. 116

71 Government of Uganda; Education Act of 2008; at Part V



Management System (STDMS) to provide in-service teacher training and support.<sup>72</sup> The ESSSP for FY 2017/18-2019/2020 states that MoES' commitment to develop and implement a "National Teacher Policy [that will] professionalize and motivate the teaching workforce... that elevates the standards in the Teaching profession to a level that aligns with the Nation's aspirations for socio-economic transformation."<sup>73</sup> MoES specifies that the policy will establish a Teachers' Regulatory Council, a National Institute of Teacher Education, accreditation in the teaching profession, and mandatory Continuous Professional Development (CPD).

A draft of the National Teacher Policy was provided to ISER by MoES. According to MoES the draft was approved by GoU in April 2019. The policy itself is only a broad policy framework, but it lays out what would be needed to professionalize teaching in Uganda. The policy points out that the current system does not fully clarify who hires and dismisses teachers, and who decides their distribution across public schools. Current policy also fails to provide incentives for teachers to work at hard-to-staff schools. The policy would establish a Teacher Qualification Framework. It would also

establish a National Teachers' Council that would, among other things, coordinate teacher performance evaluation, including an induction and probation framework for new teachers. Additionally, it would develop a National Institute of Teacher Education, which would coordinate a Continuous Professional Development (CPD) framework.<sup>74</sup> The policy includes a five-year costed implementation plan, which includes development of a Teacher Motivation framework, Initial Teacher Training framework, and a Teachers' Scheme of Service. In order to create the legal framework to actually implement the policy, it calls for a National Teachers Act to establish a National Teachers Council as the formal agency that will regulate the teaching profession.<sup>75</sup> Thus, it is unlikely that this policy will lead to meaningful change until that Act is passed and sufficient funds allocated for it to carry out its purpose. There is no guarantee that those important next steps will occur in the near future.

72 NDP II (2015) at p. 36

73 ESSSP 2017/18-2019/20 at p. 20

74 MoES; National Teacher Policy draft; dated September 2018; provided to ISER by MoES

75 MoES; Costed Plan for the National Teacher Policy draft; dated September 2018; provided to ISER by MoES



### 5.1.4.2 Teacher absenteeism

The lack of a structural foundation providing for quality teachers across the country is apparent in Uganda's staggering rates of teacher absenteeism. In ESPAPR 2015/16 head teacher and teachers' absenteeism was estimated at 20%. On the average, a primary teacher is estimated to be absent for at least 2 days a week.<sup>76</sup> On MoES' website, there is currently posted a terms of reference for an "independent verification of teacher presence in primary school" under the Uganda Teacher and School Effectiveness Project.<sup>77</sup> Some evidence suggests that teacher absenteeism is a greater problem in rural areas.<sup>78</sup> During unannounced field visits of primary school classrooms between 2014-2016, approximately 53% of classes were found to be absent a teacher at the time of visit, with no instruction occurring.<sup>79</sup>

### 5.1.4.3 SDG Target 4.c

In this context, an SDG target focused on teacher quality must be a clear priority for MoES. SDG target 4.c states, "By 2030, substantially increase the supply of qualified teachers." Indicator 4.c.1 asks for the proportion of teachers in primary and lower and upper secondary who have received the minimum organized teacher training. MoES' response is that it "assume[s] all teachers" who teach at those various levels have received the appropriate training as required by the TIET education and training policy." Whether such an assumption can truly be made – that is, verification that schools and teachers across the country are in compliance with the policy - is not discussed. Indeed, it seems willfully naïve to presume that the policy is adhered to at rates approaching 100%.

### Table showing the pupil/student to teacher ratio

Indicator	2015/16	2016/17	2020 Target
Pupil to teacher ratio (Primary)	43:1	43:1	53:1
Student to teacher ratio (Lower secondary)	22:1	22:1	22:1

*Source: Author's illustration*

Indicator 4.c.2 examines the pupil to trained teacher ratio at the primary and lower secondary level. According to MoES, the ratio was 43:1 at the primary level in both 2015/16 and 2016/17. At the lower secondary level, the ratio was 22:1 for both years as well. Quite oddly, the 2020 target for primary school pupil to teacher is 53:1 – in other words, fewer teachers per student. There is no apparent explanation for why MoES chose a regressive target. The NRM Manifesto 2016-2021 cites a slightly different but

<sup>76</sup> ESPAPR 2015/16 at p.91

<sup>77</sup> MoES website; <http://www.education.go.ug/data/dcat/11/Publications.html>; last accessed January 22, 2019

<sup>78</sup> World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p.264

<sup>79</sup> World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p.266

similarly baffling target of 50:1.<sup>80</sup> For secondary school, MoES' 2020 target is static at 22/1. Thus, Uganda has already reached its goal for that indicator. Strangely, despite the apparent lack of identified target improvement, MoES stated that in FY 2016/17, in a bid to reduce the teacher student ratio, the sub-sector planned to recruit teachers for 20 newly grant-aided secondary schools. MoES recruited and deployed a total of 420 teachers and 120 non-teaching staff (21 per school) using a school deployment formula of 21 teaching staff plus 6 non-teaching staff per school as a threshold.<sup>81</sup>

MoES does not offer statistics regarding 4.c.3: the proportion of teachers qualified according to national standards, nor for indicator 4.c.4: Pupil to qualified teacher ratio by level.

Indicator 4.c.5 examines the average teacher salary relative to other professions requiring a comparable level of education. MoES does not provide this exact statistic. Instead it provides the minimum salary earned by teachers at each level of schooling. At the primary level, the minimum is 408,000 UGX per month. It would appear that this pay is not enough: Between a quarter and nearly half of primary teachers have second jobs in Uganda.<sup>82</sup> For lower secondary it is 418,000, and for upper secondary it is 707,000. This is not an area where MoES provides targets for 2020. These estimates can significantly go lower when applied to private schools.<sup>83</sup>

Indicator 4.c.6 examines teacher attrition rates by education level. MoES does not offer any figures, but under the 'remarks' section, it states somewhat enigmatically, "This is possible to track in government institutions." Elsewhere, MoES does identify "high staff turnover" to be a challenge for the secondary sub-sector.<sup>84</sup>

Indicator 4.c.7 examines the percentage of teachers who received in-service training in the last 12 months, by type of training at each level. MoES does not provide a response, but states in its 'remarks' section, "This requires a survey." Whether or not MoES is involved in the planning and implementation of any such survey is not discussed. Despite the lack of statistics directly addressing this indicator, MoES does offer information about several donor-funded programs directed at primary school teacher training, particularly with the goal to improve primary school reading outcomes. One such program, funded by USAID, the School Health and Reading Program (SHRP), is planned to train teachers and head teachers in Early Grade Reading (ERG) methodology.

80 Government of Uganda; NRM Manifesto 2016-2021; at p. 168

81 ESPAPR 2016/17 at p. 100

82 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 248

83 Continuous monitoring by ISER indicates that some teachers in private schools earn as little as 180,000 Uganda shillings per month.

84 ESPAPR 2016/17 at p. 101

Approximately 6,000 teaching staff were trained in this methodology by the end of FY 2016/17. Another program, the Uganda Teacher and School Effectiveness Project, funded by Global Partnership for Education and implemented through the World Bank, plans to train 4,800 teachers in ERG methodology from 27 target districts. By the end of the FY 2016/17, the sub-sector had trained and refreshed approximately 3,700, Primary 2 teachers. A third program, the Literary Achievement and Retention Activity (LARA) implemented by RTI International, planned to train facilitators, trainers, and teachers in EGR methodology. MoES states that by the end of FY 2016/17, approximately 6,500 professionals were “offered” Continuous Professional Development under the program. However, MoES does not state how many actually accepted the offer and were subsequently trained.<sup>85</sup> For the secondary sub-sector MoES also engaged in a project called “SESESMAT” which involved training approximately 6,000 teachers in science, mathematics, and digital science.<sup>86</sup>

### **5.1.5 Facilities and infrastructure**

Beyond human capital, an education system requires adequate physical infrastructure in order to meet its population’s needs. SDG Target 4.a states, “Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all.” The target contains 7 indicators, which are proportion of schools with access to: (a) electricity; (b) the internet for pedagogical purposes; (c) computers for pedagogical purposes (d) adapted infrastructure and materials for students with disabilities; (e) basic drinking water; (f) single-sex basic sanitation facilities; and (g) basic hand washing facilities (as per the

WASH indicator definitions). Unfortunately, MoES does not directly provide statistics for these indicators. In fact, ESPAPR FY 2016/17 seems to have omitted indicators (d), (e), (f), and (g) from its table representing the SDG4 targets and indicators. It does not provide an explanation for this omission. Moreover, it is strange that these indicators are omitted, as some of them seem to be available. As the World Bank reports, based on 2015 data, 77% of Ugandan schools have toilets, 97% have access to potable water, and just 3% have electricity.<sup>87</sup>

It is clear that Uganda is behind on its infrastructure commitment, considering that MoES is still struggling to meet a more basic goal of at least one primary school per parish and one secondary school per sub county, as stated in the NRM Manifesto.<sup>88</sup> MoES acknowledges, in particular, a “persistently high number of sub-counties

85 ESPAPR 2016/17 at p. 91

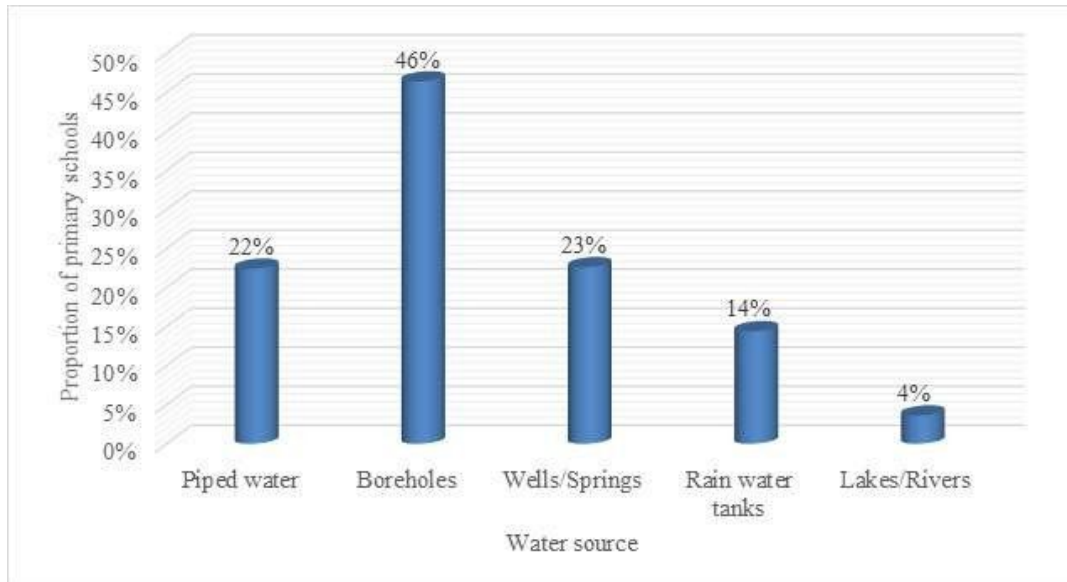
86 ESPAPR 2016/17 at p. 100

87 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 309

88 Government of Uganda; NRM Manifesto 2016-2021; at p. 168 & 172

without any form of secondary school and those without a public secondary school.”<sup>89</sup> The quality of existing facilities is also questionable, which is not helped by a lack of comprehensive data. The most recent data regarding basic access to water and sanitation facilities in primary schools states the following:<sup>90</sup>

### Graph showing water sources accessed by primary schools in Uganda



Source: Author's illustration

In FY 2016/17, the Pupil Stance Ratio in primary education improved by 4 points from 52:1 in FY 2015/16 to 48:1 in FY 2016/17. In addition, out of the 19,717 primary schools, 22.4% were able to get access to piped water, 46.4% to boreholes, and 22.6% to water from wells /springs, 14.4% to water through rain water tanks. While 3.6% were able to access water from lakes/rivers.

Looking toward the future, MoES publicly provides an account of the unit costs of a new primary and secondary schools, which provides some transparency and accountability with regard to the proper resourcing of new and upgraded facilities. The breakdown for primary schools includes costs for two 5-stance latrines with a stance for SNE students. Presumably, the two latrines are for each gender. The breakdown also accounts for a 10,000 liter water harvest system. Oddly, the classroom blocks include lightning arrestors, but there is no mention of installation of electricity. Therefore, it is likely that, at least moving forward, Ugandan primary schools are meeting SDG criteria for (d) adapted infrastructure for students with disabilities, (e) basic drinking water,

<sup>89</sup> ESPAPR FY 2016/17; at p. 77

<sup>90</sup> ESPAPR FY 2016/17; at p. 97

(f) single-sex basic sanitation facilities, and (g) basic hand washing facilities. On the other hand, the breakdown does not include any Internet Communications Technology (ICT) or computers. Thus, it is unlikely that primary schools are meeting criteria for (b) internet, or (c) computers. It is unclear, but it would also appear that they do not provide for (a) electricity. Based on 2015 EMIS data, between 41-51% of secondary schools have tap water, 61-62% have electricity, and 19-21% have latrines.<sup>91</sup> The secondary school breakdown includes an ICT laboratory, installation of electricity, and computer (1 per every 4 students). Therefore, new and rehabilitated secondary schools would appear to meet the electricity, computer, and ICT requirements, assuming the reality is consistent with the plans.<sup>92</sup> Of course, the success of these plans and initiatives are dependent on financing.

### 5.1.6 Physical and Sexual Abuse

Although SDG target 4.a. is focused mostly on facilities and infrastructure, it does contain language that can be interpreted as inclusive of physical and sexual abuse. Namely, the target stipulates a “safe, non-violent” learning environment. Moreover, it would be negligent to ignore issues of violence and sexual abuse in assessing Uganda’s progress toward achieving basic human rights in education. SDG4 does not provide specific indicators by which a country can measure its progress toward these goals, but certain data are clearly germane. On a policy level, MoES produced a National Strategic Plan on Violence Against Children in Schools [2015-2020].<sup>93</sup> Indeed, MoES banned corporal punishment in schools in 2006, and the law followed in 2007 under Penal Code (Amendment) Act 8 (2007), which abolished corporal punishment in schools. But according to MoES’ own documentation corporal punishment is still “common” in schools. Based on a 2012 study, 74.3% children are caned under the pretext of pushing them to attain higher academic grades. The study found a slightly greater prevalence of caning in public school and slightly lower in private.<sup>94</sup> 46% of children reported being bullied in school. 46.7% reported emotional abuse by teachers.

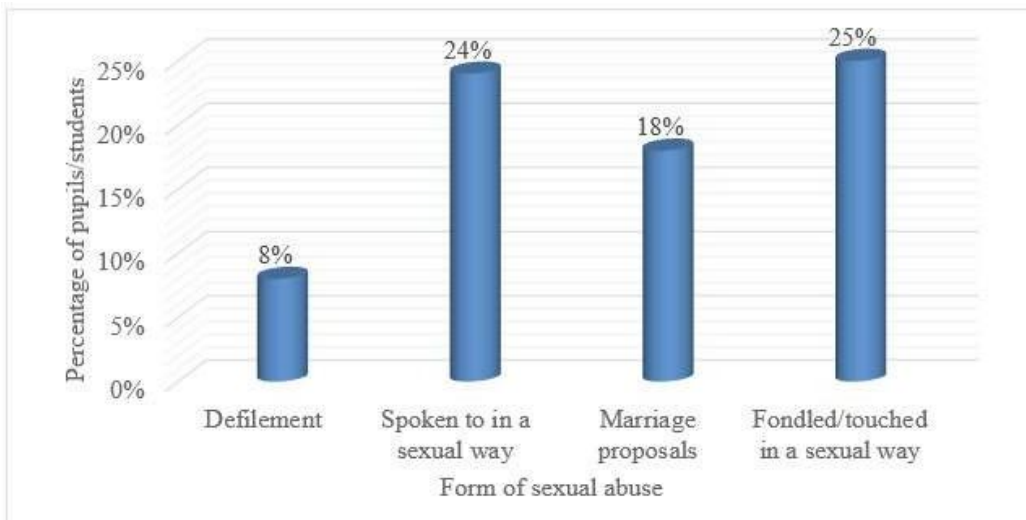
91 World Bank (2018); Facing Forward: Schooling for Learning in Africa; at p. 207

92 ESSP FY 2016/17-2020/21 at p. 61

93 MoES (July 2015), National Strategic Plan on Violence Against Children in Schools [2015-2020]. Physical copy provided to ISER by MoES

94 MoES (July 2015), National Strategic Plan on Violence Against Children in Schools [2015-2020]. Physical copy provided to ISER by MoES; at p. 2-3

## Graph showing forms of sexual abuse experienced by pupils/students



Source: Author's illustration

The reported prevalence of sexual abuse in schools is also quite frightening. 77.7% primary and 82% secondary experienced sexual abuse. 8% of girls were subjected to defilement, 24% spoken to in a sexual way, 18% received marriage proposals and 25% were fondled/touched in a sexual manner. Rather than improve, instances of violence and sexual harassment appeared to increase between 2000 and 2007 in Uganda. It was also noted that these rates were higher than in Kenya and Tanzania. Most disturbingly, 37% of pupils reported being sexually harassed by teachers in the most recent year of collected data, 2007.<sup>95</sup>

As worrisome as the reported rates of violence and sexual abuse in schools is the fact that the most recent data on the matter was collected in 2007. From an empirical point of view, the question of whether this issue has improved, become worse, or remained the same is a complete mystery for over a decade. In 2014, MoES produced a document entitled Tracking, Referral and Response (RTRR) Guidelines on Violence Against Children in Schools. The document does not contain more recent data. As its title suggests, it offers guidelines for addressing violence and sexual abuse in schools, but the document does not discuss any mandatory or enforceable systems in place for reporting, tracking, referral, or response.<sup>96</sup> It would appear that the GoU has not made this issue a priority, and there is no evidence that Ugandan schools will offer a “safe, non-violent” learning environment during the SDG4 implementation period.

<sup>95</sup> MoES (July 2015), National Strategic Plan on Violence Against Children in Schools [2015-2020]. Physical copy provided to ISER by MoES; at p. 2-3

<sup>96</sup> MoES (May 2014); Reporting, Tracking, Referral and Response (RTRR) Guidelines on Violence Against Children in Schools; physical copy provided to ISER by MoES



## 5.1.7 Financing

**Table showing government expenditure per pupil/student**

Expenditure	2015/16	2016/17
Government spending per pupil (primary)	160,000	173,000
Government spending per student (secondary)	567,000	548,000
UPE Capitation grant per pupil		9,500
USE capitation grant per student		121,714

*Source: Author's illustration*

SDG indicators 4.5.4 and 4.5.5 examine broad financing issues. 4.5.4 asks for the education expenditure per student by level of education. According to MoES, Uganda spent approximately 160,000 UGX per each primary student in 2015/16, which increased to approximately 173,000 shillings in 2016/17. For secondary students, Uganda spent approximately 567,000 UGX per student in 2015/16, which decreased slightly to 548,000 in 2016/17. MoES notes that these figures include only government sponsored students, and covers both recurrent and development expenditure. On their own, and without any clear targets, it is difficult to draw meaningful conclusions from these figures. Another, perhaps more useful statistic, is how much the government remunerates government-aided schools per UPE and USE capitation grants. In FY 2016/17, the government paid approximately 66 billion UGX in capitation grants for approximately 7,000,000 primary students, which is approximately 9,500 UGX per student. Similarly, in FY 2016/17, MoES spent approximately 125 billion UGX in capitation grants for approximately 950,000 USE students (and 77,000 UPOLET students, so approximately 1,027,000 total students). This comes to approximately 122,000 UGX per student.<sup>97</sup> These figures leave one to question how such a small amount of funding could, on its own, incentivize schools to enroll students who are unable to pay additional fees. Without additional funding, it seems unlikely that any school could even operate under this system without collecting additional school fees. In fact, despite the supposed illegality of fees for public and grant-aided private schools (based on the 2008 Education Act, as noted above), MoES has set a goal for “School /Institutional Fees, to Formulate and implement a policy to rationalize levying of fees in both public and private schools/institutions.”<sup>98</sup> Moreover, MoES acknowledges that it is not optimally fulfilling

<sup>97</sup> ESPAPR FY 2016/17 at p. 30

<sup>98</sup> ESSP FY 2017/18-2019/20 at p. 20

SDG Indicator 4.5.3, which examines the “extent to which explicit formula-based policies reallocate education resources to disadvantaged populations.” MoES cites a need to revise its capitation grants, identifying as a goal to “[a]dopt a differentiated formula for allocation of capitation grants with the goal of increasing them so as to improve the quality of education.”<sup>99</sup>

**Table showing proportion of the national budget allocated to education, government expenditure for education and proportion of the education budget financed by the government**

Indicator	2015/16	2016/17	2017/18
Percentage of education budget financed by GoU	90.0%	84.0%	
Proportion of the national budget allocated to education	11.1%	12.0%	11.4%
Government total expenditure for education	2.4%	2.9%	2.7%

*Source: Author's illustration*

Under indicator 4.5.5, MoES provides the percentage of its education budget that is funded by external donors, versus the percentage funded by GoU, excluding budget support and off-budget support. According to MoES, GoU provided approximately 90% of the budget in FY 2015/2016, which decreased to approximately 84% in FY 2016/17. To the extent that sustainability depends on self-reliance, this increase in the proportion of donor funding might be cause for concern. Still, this increase in proportion of donor funding appears to be caused by an increase in donor support rather than by a decrease in government commitment. In fact, GoU's financial commitment to the education sector seems to have increased between 2015/16 and 2016/17. In 2015/16, the national education budget was approximately 2,000 billion UGX, or 11.08% of the total national budget. The education budget increased substantially in FY 2016/17 to approximately 2,447 billion UGX, which was a slight increase to approximately 12% of the total national budget. However, it dropped again in 2017/18 to 11.37% of the budget at 2,501 billion UGX.<sup>100</sup> Similarly, while government total expenditure for education was 2.4% in FY 2015/16, it increased to 2.9% in FY 2016/17,<sup>101</sup> and dropped back to 2.7% in FY 2017/18.<sup>102</sup> Here, despite the recent stagnancy, MoES is actually ahead of its proposed schedule to match percent GDP to the SDG recommendation of 4% by 2030. GoU had planned to increase this percentage incrementally so that it

<sup>99</sup> ESSP FY 2017/18-2019/20 at p. 22

<sup>100</sup> ESSAPR FY 2017/18 (unpublished draft) at p. 186

<sup>101</sup> ESPAPR FY 2016/17 at p. xv

<sup>102</sup> ESSAPR FY 2017/18 (unpublished draft) at p. 12



reaches 3% in 2020 and 4% by 2030. MoES had not proposed raising percent GDP to reach its current level until 2019/20.<sup>103</sup> In this sense, it is ahead of its own proposed schedule. If the trend continues, it would reach that mark well before 2030.

#### **5.1.7.1 Finance and facility construction - misuse of funds**

Financial commitments toward school construction might not be being used effectively. A recent audit carried out by the Auditor General found that the construction and rehabilitation of secondary school infrastructure under the Development of Secondary School (DSE) program found that MoES failed to conduct proper needs assessments, long-term strategic plans, and inadequate supervision. As a result, the audit found that 1.27 billion UGX budgeted for this program were diverted and used for activities unrelated to the DSE program. In one instance, 814 million UGX was disbursed to the Bugiri District local government in 2012/13 to compensate landowners where schools were to be built. Out of that disbursement, 316 million were paid to persons falsely claiming to be owners of the land.<sup>104</sup>

### **5.1.8 Target 4.5**

The above information about access, outcomes, human capital, infrastructure and finance provides a generalized look at the educational sector in Uganda. However, Uganda is not homogenous, and there are numerous cross-sections of the population who might be benefitting differently from the education system. In this next section, we look specifically at populations who might be more vulnerable due to gender, disability, region, ethnicity, or family situation. Thus, target 4.5 focuses on ensuring that progress also reaches various cross-sectional groups that might be otherwise left behind. It states, “By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.”

#### **5.1.8.1 Gender**

Concerns about gender equality are not new to the SDGs. In fact, they were a major focus of the MDGs. MDG goal 3 was to promote gender equality and empower women, with a focus on the education sector. In this respect, Uganda achieved gender parity in primary school well before the target of 2015. As for secondary school parity, despite significant progress, Uganda did not meet that target prior to the initiation of the SDGs.<sup>105</sup>

103 ESSP FY 2016/17-2019/20 at p. 31

104 Government of Uganda; Annual Report of the Auditor General for the Audit Year Ended December 2016; at pp. 52-56

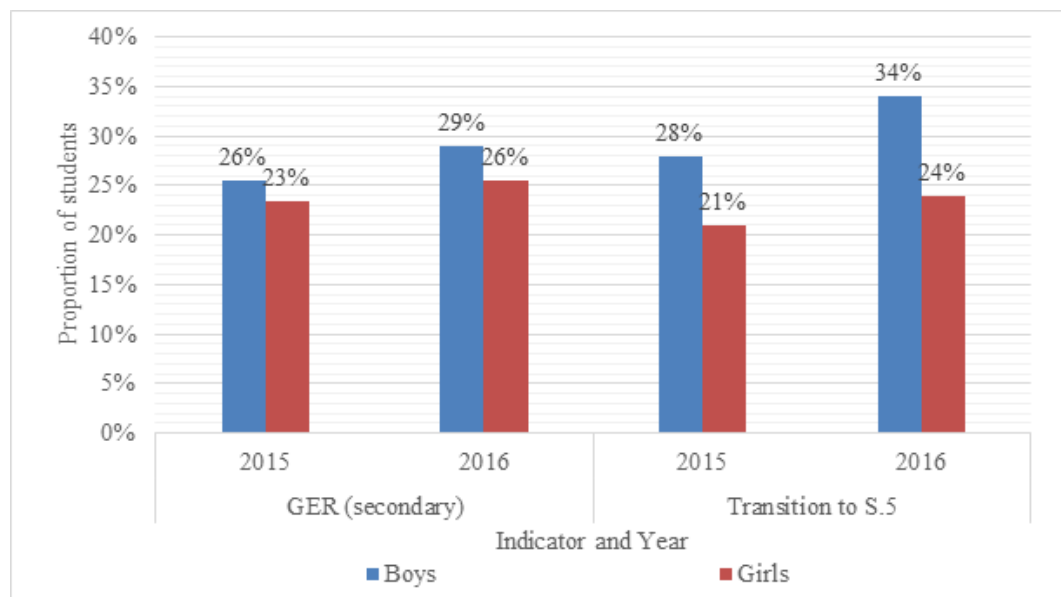
105 Government of Uganda; Millennium Development Goals Report for Uganda 2015; pp 19-20.

There are a number of recent policy documents that address gender in education. MoES published a Gender in Education Policy as recently as 2016. Gender equality in education is addressed in NDPII, ESSP, NRM Manifesto, the Ministry of Education, Science, Technology and Sports' Gender in Education Strategic Plan 2015-2020. The Equal Opportunity Act (2010) and the Public Finance Management Act (PFMA) of 2015 both promote gender equality in education as well. MoES has a Gender Unit, and there are District Gender Coordination Committees that take on Gender Unit roles at district levels. There is also a Gender in Education Technical Working Group. Thus, the policy context supporting gender equality is strong.

Moreover, they seem to be translating into action. The ESPAPR 2016/17 devotes six pages to describe gender equality based initiatives and outcomes.<sup>106</sup> For example, there are several projects surrounding menstrual hygiene that were deployed that year, and a number of interventions in the Karamoja region. It should be noted; however, that these interventions are largely funded and implemented by outside donors such as Irish Aid and UNICEF.

### ***Gender and access/basic outcomes***

#### **Graph showing GER and transition rates for secondary students**



*Source: Author's illustration*

Despite having achieved gender parity in primary enrollment and completion rates, the same cannot be said for the secondary sub-sector. In 2015 and 2016, only approximately 47.5% of secondary enrollees were girls. GER for girls in secondary school trailed that of boys by a few percentage points both years as well (25.5% for boys and 23.4% for girls in 2015; 29% for boys and 25.5% for girls in 2016). Put in different terms, the parity index for girls in FY 2015/16 was .90 and .88 in 2016/17. A more significant drop is observed during transition to S5, with approximately 28% of boys and 21% of girls making the transition in 2015, and in 2016 approximately 34% of boys making the transition compared to 24% of girls. Despite much discussion in the policy literature about girls leaving school due to pregnancy, according to the UNHS 2016/17, only 4.4% of girls who leave school state that they do so because of pregnancy.<sup>107</sup>

### ***Gender and quality outcomes***

In the primary subsector, girls trailed boys in numeracy in 2015/16 and 2016/17, with that gulf becoming wider toward the higher grades. By P7, girls also trailed boys in reading/English. At the end of lower secondary, girls had slightly higher Reading/English scores than boys, but trailed substantially in mathematics. Girls trailed boys in PLE pass rates by 4% in 2016/17 and approximately 2.6% in 2017/18. Girls trailed boys in UCE pass rates by 2% 2016/17 and 1% in 2017/18.

### ***Gender and teachers***

According to the Gender in Education Policy, only 23.6% of teachers at the secondary level are female, which disadvantages girls due to lack of role models, counselors, and advocates.<sup>108</sup>

### ***Gender and facilities***

Gender appropriate facilities are important for the success of girls in school. The Gender in Education Policy promises to promote facilities and infrastructure that are responsive to women and girls' special needs and interests.<sup>109</sup>

### ***Gender and financing***

In the Gender in Education Policy, MoES states its target to increase funding for mainstreaming gender into the education sector plans and programmes by 50% by 2030. It lists several policy strategies, including working with agencies within the

107 Government of Uganda; Uganda National Household Survey 2016/17; at p. 45

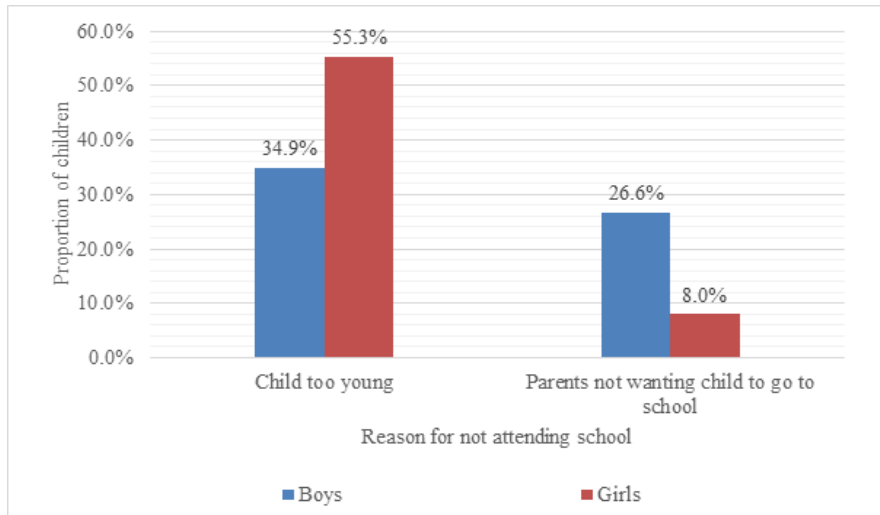
108 Government of Uganda (2016); Gender in Education Sector Policy; at p. 6

109 Government of Uganda (2016); Gender in Education Sector Policy; at p. 22

education sector on the implementation of the Public Finance Management Act (2015) requirement on gender and equity budgeting.<sup>110</sup>

### *Parental attitudes*

#### **Graph showing reasons why children had not yet joined school**



*Source: Author's illustration*

An unexpected gender parity issue arises when examining, in particular, the UNHS 2016/17. As stated above, parents considering the child to be too young or simply not wanting their child to attend primary school accounts for more than half of the stated reasons parents do not send their child to primary school. Interestingly, there is a very large gender difference behind these justifications. Among parents whose children do not attend primary school, being too young was only 34.9% of the reasons given for boys, but 55.3% of the reasons listed for girls. On the other hand, parents simply not wanting their child to go to primary school accounted for only 8.0% of girls not attending primary school, but 26.6% of boys.<sup>111</sup>

#### **5.1.8.2 Special Needs Education (SNE)**

##### *SNE and access*

It appears that the MoES does not keep yearly track of the percentage of SNE children who are and are not enrolled in school. Most recently, a 2015 report estimated that 5%

<sup>110</sup> Government of Uganda (2016); Gender in Education Sector Policy; at p. 24

<sup>111</sup> Government of Uganda; Uganda National Household Survey 2016/17; at p. 44

of SNE children have access to education within an inclusive setting in regular schools and only 10% have access to education through special schools and annexes.<sup>112</sup>

Instead, MoES reports the percentage of children enrolled in school that have special needs. One would have to extrapolate quite far from such data to determine levels of access for SNE children. In 2015, 1.79% pupils enrolled in school were identified as SNE. That number increased to 2.06% in 2016. However, there is no evidence to suggest that this slight rise is part of an upward trend, if one considers data collected annually since 2002.<sup>113</sup> MoES' 2020 target is 3.14%, and it does not provide an explanation for this target. MoES cites an unattractive/conducive learning environment and negative attitude among parents/communities towards learners with special needs as the main impediment for SNE learners.<sup>114</sup> According to UNHS 2016/17, among parents who do not send their children to primary school, 1.9% of them state a child's disability as the reason.<sup>115</sup>

According to a 2014 UNICEF report, epidemiological data related to the prevalence of children with disabilities in Uganda is unreliable. Nevertheless, it is estimated that approximately 13% of children in Uganda have some form of disability. The Uganda Demographic and Health Survey of 2011 found similar numbers breaking it down by age group. It calculated that 11.5% of children age 5-9 years have a disability. For children age 10-19 the percentage is 12.3%.<sup>116</sup> UNICEF calculated that approximately 9% of school age children with disabilities attend primary school, and only about 6% of them continue on to secondary school.<sup>117</sup>

The lack of access for SNE students appears to violate the Persons with Disabilities Act of 2006 (PDA, 2006). The policy is both direct and succinct in stating that children with disabilities are entitled to educational access. That access must be inclusive where possible – and in cases where inclusion is not possible, GoU must establish special schools for those students.<sup>118</sup>

112 Ministry of Gender, Labour and Social Development and UNICEF (2015) Situation Analysis of Children in Uganda. At [https://www.unicef.org/uganda/UNICEF\\_SitAn\\_7\\_2015\\_\(Full\\_report\).pdf](https://www.unicef.org/uganda/UNICEF_SitAn_7_2015_(Full_report).pdf), p.61.

113 ESPAPR 2016/17 at p. 195

114 ESPAPR 2015/16 at p. 91

115 Government of Uganda; Uganda National Household Survey 2016/17; at p. 44

116 Uganda Bureau of Statistics (2012); Uganda Democratic Health Survey of 2011; at <https://dhsprogram.com/pubs/pdf/fr264/fr264.pdf>; accessed February 2, 2019

117 UNICEF (2014); Situational Analysis on the Rights of Children with Disabilities in Uganda; at p. 2

118 GoU (2006) Persons with Disabilities Act; Section 5 (j)

## ***SNE and outcomes***

MoES acknowledges a mismatch in SNE provision in primary school. It states that a re-map of SNE provision based on a needs assessment was planned under the Development of Special Needs Project, but due to inadequate funds the department was unable to perform the assessment of learners in schools to identify their special learning needs.<sup>119</sup> The NRM 2018-2021 similarly cites its intent to “operationalize the Special Needs and Inclusive Education Policy to improve accessibility, retention and completion rates of children with disabilities in education.”<sup>120</sup>

## ***SNE and teachers***

MoES cites several initiatives underway toward training teachers with special needs. For instance, it is increasing access to curricula and instructional materials for teachers with visual impairment. To respond to the needs of SNE students, MoES states it is developing curriculum materials aimed at equipping teachers with basic knowledge and skills on SNE learners. It is also orienting secondary school teachers on managing learners with special educational needs.<sup>121</sup> Both these initiatives reflect commitments in the PDA, 2006.<sup>122</sup>

## ***SNE and infrastructure***

MoES acknowledges poor design and infrastructure for SNE students. It states that designs were reviewed for students with Special needs, and that MoES is implementing remedies such as new constructions of school facilities in which classrooms have ramps and pit latrines have at least one stance for SNE learners.<sup>123</sup> The Building Control Act 2013 includes Accessibility Standards for Persons with Disabilities provides some policy foundation to guarantee these rights as does the PDA, 2006.<sup>124</sup>

## ***SNE and Finance***

MoES also acknowledges inadequate funding to SNE schools, stating, “The Ministry still pursues the provision of a separate capitation grant to SNE schools, a budget line was created under SNE department vote function where funds (subvention grants) are budgeted and disbursed to SNE schools as subvention grant to assist in the teaching

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119 ESPAPR 2015/16 at p. 13

120 NRM 2018-2021 at p. 65

121 ESPAPR 2015/16 at p.13

122 GoU (2006) Persons with Disabilities Act; at p. 5

123 ESPAPR 2015/16 at p. 13

124 GoU (2006) Persons with Disabilities Act; at p. 5

and learning process of SNE learners.”<sup>125</sup> According to PDA, 2006, MoES is required by law to “commit not less than 10% of all educational expenditure to the needs of persons with disabilities.”<sup>126</sup>

### ***Disabilities and gender***

According to MoES, there is an interaction effect between being female and an SNE student. At the secondary level, girls are 46% of all children with disability in Ordinary Level of Education and there are very few at the Advanced Level of Education.<sup>127</sup> MoEs states that it has committed itself to dedicating budget resources to provide gender and disability responsive infrastructure and facilities under the school facilities grant (SFG).<sup>128</sup> The Gender in Education Policy also commits itself to recognizing and responding to all the various ways that gender and disability interact to create obstacles for students.<sup>129</sup> The need to pay “particular attention to the girl child” was written into policy as early as the PDA, 2006.<sup>130</sup>

In addition to its policy promises, MoES has demonstrated an effort to account for its actual progress regarding SNE students. In a summary of its recent accomplishments regarding SNE education, MoES states that it:<sup>131</sup>

- (i) Continued to pay subvention grants to a total of 100 special schools/units supporting 5,000 learners with special needs; (ii) Monitored and offered support supervision to a total of 60 special needs out of 152 institutions translating into 40% performance; (iii) Procured a total of 32 Perkins Braille Machines; 150 Cartons of Braille Paper; and 114 Braille Kits for learners with visual impairment during the period under review; (iv) Trained a total of 209 teachers in basic sign language and functional assessment from Mbale and Wakiso Schools for the Deaf representing a 42% performance; and, (v) Completed the construction of a 3 classroom block and MV/CJ Workshop block built in Mbale School for the Deaf.

Finally, there has been legislative progress toward the inclusion of SNE students in the public education system. The Persons with Disability Bill 2016 has been passed, though an Inclusive Education Policy pursuant to that bill is still at the consultation stage and has yet to be finalized.

125 ESPAPR 2015/16 at p. 13

126 GoU (2006) Persons with Disabilities Act; at p. 5

127 Government of Uganda (2016); Gender in Education Sector Policy; at p. 6

128 Government of Uganda (2016); Gender in Education Sector Policy; at p. 13

129 Government of Uganda (2016); Gender in Education Sector Policy; at p. 19

130 GoU (2006) Persons with Disabilities Act; at p. 5

131 ESPAPR 2016/17 at p. xxiii



### 5.1.8.3 Disadvantaged areas

NDP II targets the Karamoja, Northern Uganda, Teso, Bunyoro, Luwero-Rwenzori, Busoga, West Nile Sub-Regions and Island communities as being most vulnerable to indicators of poverty, including poor education outcomes. In particular, it cites the need to improve education outcomes in those areas that were “formerly war-ravaged.”<sup>132</sup> Similarly, the ESSP FY 2017/18-2019/20 recognizes the need to “develop and implement response programs for provision of quality education to refugees and the host communities.”<sup>133</sup> MoES documentation suggests that there have been two major initiatives to improve performance in vulnerable areas. The first is the Karamoja Primary Education Project (KPEP), which involved the construction and rehabilitation of 21 primary schools in the Karamoja region. In FY 2015/16 all 21 planned facilities were rehabilitated/constructed.<sup>134</sup>

The success of KPEP is impressive, however, it should be noted that the project is externally funded and managed. Specifically, the project is funded by Irish Aid and implemented by Deloitte-Uganda, Proplan Partners and Turner & Townsend.<sup>135</sup>

The other major initiative was the Emergency Construction phase II under which the sector planned to construct or rehabilitate facilities in 21 schools in various districts in Mukono, Hoima, Wakiso, Luuka, Bugiri, and Luwero. However, in 2015/16 only 9 of those planned works even made it to the procurement stage.<sup>136</sup> In 2016/17, under the Emergency Construction Project phase II, the sector planned to undertake construction and rehabilitation works in a total of 20 schools. However, by the end of FY 2016/17, civil works had commenced in only three schools. Additionally, procurement of constructors was initiated for 4 primary schools, while construction of 13 primary schools was not funded.<sup>137</sup>

Unfortunately, published government documents do not provide a list of parishes without primary schools or sub-counties without secondary schools. Based on a report commissioned and financed by DFID/UKAid, there are 718 sub-counties without a government-funded secondary school and 216 sub-counties without any form of secondary school at all.<sup>138</sup> According to the report, this information was sourced

<sup>132</sup> NDP II at p. 240

<sup>133</sup> ESSP FY 2016/17-2019/20 at p. 19

<sup>134</sup> ESPAPR FY 2015/16 at p. 86

<sup>135</sup> Embassy of Ireland, Uganda website; at <https://www.dfa.ie/irish-embassy/uganda/our-role/development-programme/stories-of-progress/karamoja-primary-education-programme/>; last accessed January 31, 2019

<sup>136</sup> ESPAPR FY 2015/16 at p. 87

<sup>137</sup> ESPAPR FY 2016/17 at p. 67

<sup>138</sup> O'Donoghue, J, Crawford, L, Makaanu, J, Otieno, P, and Perakis, R (2018); A review of Uganda's Universal Secondary Education Public Private Partnership programme; at p. 70



from EMIS in 2016. More up to date, but unpublished information suggests there are currently 428 sub-counties without a Government aided-secondary school.

### ***Disadvantaged areas and gender***

The Gender in Education Sector policy is one of the few government documents to address cross sectional issues as they relate to regional disparities in education. According to the document, more than 31% of girls aged 15-19 years in Karamoja experience “Extreme Vulnerability” based on UNICEF’s 2013 Adolescent Girls’ Vulnerability index. According to the index, 21%-30% of adolescent girls in the West Nile and Central region (Southern Buganda including the islands in Lake Victoria) experience extreme vulnerability, followed by Northern Uganda and East Central at 20%, while the rest of the country is between 12%-16%.<sup>139</sup> The UNICEF index also provides a table showing the percentage of adolescent girls who attended school at any time from age 15-19 by region in 2011. Though the data is not recent, it shows that only 26.2% of girls age 15-19 attended school in Karamoja in 2011, compared to the national average of 58.2%.<sup>140</sup>

#### **5.1.8.4 Other disadvantaged groups**

##### ***Refugees***

Uganda has the largest number of refugees in sub-Saharan Africa, at approximately 1.38 million.<sup>141</sup> The National Policy for Internally Displaced Persons identifies the right of displaced children to “the same access to education as children elsewhere in Uganda,” and it requires “special efforts” to ensure full and equal participation in education by internally displaced women and girls.<sup>142</sup>

The Uganda education Response plan for Refugees and Host Communities, announced in 2018, aims to reach 675,000 refugee and host students per year in 34 sub-counties in districts. It will cost USD 395 million over 3.5 years. Uganda would require 7,000 primary teachers to teach all current refugees,<sup>143</sup> at a cost of USD 15 million over the next three years.

139 Government of Uganda (2016); Gender in Education Sector Policy; at p. 1

140 UNICEF (2013); The Adolescent Girls Vulnerability Index Guiding Strategic Investment in Uganda; at p. 17.

141 UNESCO (2019); Global Education Monitoring Report; at p. 253

142 UNESCO (2019); Global Education Monitoring Report; at p. 130

143 UNESCO (2019); Global Education Monitoring Report; at p. xix

The quality of education for refugee students is not always as high, but often does not differ from poor native Ugandans living in the same areas. Many refugees from South Sudan in Uganda settle in the poor West Nile subregion, where the secondary net attendance rate was 9% in 2016 – less than half the national rate.<sup>144</sup> Still, some evidence suggests that refugee children do not fare worse than native children in these settings. In Yumbe district, which hosted the largest number of refugees, 30% of grade 5 refugees and 32% of natives had grade 2 reading skills.<sup>145</sup> However, the negative social implications of refugee status can lead to school dropout. Adolescent Congolese and Somali refugees in Uganda found that linguistic differences made friendships more difficult and led to them being more likely to drop out of school.<sup>146</sup>

MoES acknowledges the need to target education resources toward refugee populations. It states that “the rapid population growth exacerbated by high influx of refugees has continued to put pressure on the existing resources and facilities.”<sup>147</sup> Among its strategic objectives, MoES aims to focus on “Provision of education to refugees and host communities: - Develop and implement response programs for provision of quality education to refugees and the host communities.”<sup>148</sup> However, neither ESSP nor ESPAPR specifies any such programs even though these programs exist and are generally considered exemplary among the international community.<sup>149</sup>

Among the issues that arise among refugee populations is that children might not speak the local language. Indicator 4.5.2 calls for data on the “Percentage of students in primary education whose first or home language is the language of instruction.” MoES’ primary school instruction and reading curriculum is based on teaching students first in the local language. However, this method becomes problematic when there are dislocated pupils among the school population who do not speak the majority local language. MoES does not specify programs aimed at addressing these circumstances. Some educators have to manage multilingual classrooms. Sometimes, instructional content is translated within the classroom, slowing the teaching process.<sup>150</sup>

144 UNESCO (2019); Global Education Monitoring Report; at p. 54

145 UNESCO (2019); Global Education Monitoring Report; at p. 54

146 UNESCO (2019); Global Education Monitoring Report; at p. 81

147 ESPAPR 2016/17 at p. 70

148 ESSP FY 2017/18-2019/20 at p. 20

149 See UNESCO (2019); Global Education Monitoring Report

150 UNESCO (2019); Global Education Monitoring Report; at p. 70

## 5.1.9 Private Schools and Public Private Partnerships

There are three types of primary and secondary schools in Uganda: public schools, private schools, and grant-aided private schools. Naturally, there is little expectation that independent private schools, particularly those that operate for profit, will be responsible for educating Uganda's vulnerable populations. Still, the 2008 Education Act stipulates that the government is ultimately responsible for all aspects of the Ugandan educational system including private schools. The act states it is the responsibility of the government "to ensure that private education institutions conform to the rules and regulations governing the provision of education services in Uganda."<sup>151</sup> Moreover, the act prohibits the levying of school fees for grant-aided schools, which presumably includes any private school that receives these public funds.

There are a significant number of private schools in the primary sector, although the majority (64%) are public. For secondary school, these proportions are essentially flipped, with 62% of secondary schools being private.<sup>152</sup> However, only approximately half (53.4%) of Ugandan students enrolled in secondary school were enrolled in private school in 2016. Presumably, the public secondary schools, despite being fewer, enroll more students per school, which would explain why the proportions of public/private students do not match the proportions of public/private schools. In 2016 there were 2012 private secondary schools. 840 of them were USE. 1,196 were non-USE. Unfortunately, MoES does not provide this breakdown for primary schools, so it is difficult to determine what proportion of students in private primary schools are in fact government (UPE) supported. Interestingly, it appears that MoES provides higher capitation grants for grant-aided schools than public ones. MoES states that the capitation payment for secondary school students is assumed to be UGX 41,000 per student in government and 47,000 per student in USE private school.<sup>153</sup>

Still, MoES seems to acknowledge that it is lagging behind in its obligation to regulate private schools. It identifies a need to develop and implement a policy for "regulation of private provision of pre-primary, primary and post primary education by non-state actors for efficient and effective delivery of education and sports services."<sup>154</sup> Additionally, it calls for a Public Private Partnership policy in education, to "establish the effectiveness and challenges of this approach."<sup>155</sup>

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151 Government of Uganda (2008); Education Act, Section 5 (4)

152 ESSP FY 2017/18-2019/20 at p. 3

153 ESSP FY 2017/18-2019/20 at p. 131

154 ESSP FY 2017/18-2019/20 at p. 95

155 ESSP FY 2017/18-2019/20 at p. 133

### 5.1.10 Monitoring and Evaluation

In many ways, MoES sees itself as more of a “coordinating center” for M&E than the main implementer.<sup>156</sup> Rather, MoES calls on Local Governments (LGs) to oversee implementation of decentralized activities. Head teachers, communities/civil societies, and development partners have a “key role” in monitoring and inspecting of education. Line ministries are responsible for certain aspects of the system. For instance the Ministry of Water and Environment is responsible for ensuring sanitation standards.<sup>157</sup> Still, MoES acknowledges that it “bears the full responsibility of reporting on progress made towards achieving the SDG 4 targets.”<sup>158</sup>

A prior fact sheet from ISER demonstrated the various ways that the monitoring and evaluation function of MoES is currently underfunded. The fact sheet points out that the number of primary and secondary schools has drastically increased over the years, requiring a proportional budget increase in order to adequately inspect them. As a result, the number of primary and secondary schools operating illegally has also increased, leading to concerns about educational quality.<sup>159</sup>

**Table showing school inspection rates by MoES**

School type	2015/16	2020 Target
Primary	70%	85%
Secondary	80%	100%

*Source: Author’s illustration*

MoES cites as a goal to strengthen the current inspection system by increasing the frequency of inspection of schools and institutions, and focusing on the quality of leadership and management, teaching and learning process and learner achievement.<sup>160</sup> In 2015/16 MoES inspected 70.00% of primary schools with 2 visits per term. It’s target for 2020 is 85%. In 2015/16, 80.00% of secondary schools were inspected 2 visits per term with a goal of 100.00% in 2020.

<sup>156</sup> ESSP FY 2017/18-2019/20 at p. 34

<sup>157</sup> ESSP FY 2017/18-2019/20 at p. 33-34

<sup>158</sup> ESPAPR FY 2016/17 at p. xxv

<sup>159</sup> ISER (2018); Monitoring and Inspection financing for primary and secondary schools for the last 5 years (FY 2013/14 - FY2017-18); at [https://www.iser-uganda.org/images/downloads/ISER\\_Monitoring\\_and\\_Inspection\\_Factsheet.pdf](https://www.iser-uganda.org/images/downloads/ISER_Monitoring_and_Inspection_Factsheet.pdf)

<sup>160</sup> ESSP FY 2017/18-2019/20 at p. 20

Fortunately, MoES acknowledges that the current school inspection and supervision system is insufficient, and that there is need for an “Inspection Information System.” As of 2016/17, that system has yet to be developed.<sup>161</sup> It also plans to strengthen the Education Management and Information System (EMIS) to collect and process more accurate and timely data for use by decision-makers. It plans for EMIS to be linked to the Inspection Information System.<sup>162</sup>

In order to achieve these goals, MoES plans to establish a semi-autonomous body in charge of inspection of Education and Training Institutions to ensure compliance with set national Standards and Regulations. It intends for the new body to have powers to compel district officials to take action on its reports.<sup>163</sup> MoES also stated that the current structure arrangement of the inspection function where the inspection at the district report to the CAO and not Director DES has impacted negatively on the quality of education in schools.<sup>164</sup>

The ESPAPR makes an effort to document its accomplishments in monitoring and evaluation. The number of M&E initiatives it engages in are impressive, yet the way MoES enumerates its accomplishments in this area seems to lack an organizing principle. Moreover, MoES does not clarify how feedback from its M&E activities is integrated back into system. For example, the following are relevant inspection activities as reported in ESPAPR 2016/17:

Monitored and offered support supervision to a total of 60 special needs out of 152 institutions translating into 40% performance.<sup>165</sup> Monitored the implementation of ICT in teaching and learning in 103 secondary schools.<sup>166</sup> Inspected a total of 2,050 secondary schools, Monitored Learning Achievement (MLA) in a total of 12,000 primary schools in P.2 in government aided Primary schools focusing on literacy. Trained a total of 298 inspectors and manager’s inland and 6 abroad. Enhanced capacity building for the district inspectors. Improved implementation of recommendations by head teachers.<sup>167</sup> Monitored and supervised 130 schools in 13 Districts. Under World Food Program: monitored 735 schools on School feeding (i.e. focusing on enrolment, attendance, food deliveries, and utilization and food records).<sup>168</sup> Carried out three (03) support supervision visits to 82 (30 in Q1; 30 in Q2 and 22 in Q4) institutions supporting learners with SNEs. Monitored NFE centers implementing accelerated learning in

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- 161 ESPAPR FY 2016/17 at p. 10
  - 162 ESSP FY 2017/18-2019/20 at p. 22-23
  - 163 ESSP FY 2017/18-2019/20 at p. 24
  - 164 ESSP FY 2017/18-2019/20 at p. 17
  - 165 ESPAPR FY 2016/17 at p. xxiii
  - 166 ESPAPR FY 2016/17 at p. xxiii
  - 167 ESPAPR FY 2016/17 at p. xxv
  - 168 ESPAPR FY 2016/17 at p. 30

the Acholi region. Conducted follow up visits and support supervision of teachers trained in SNE.<sup>169</sup> Provided support supervision to 125 government USE secondary schools and administrative support to 125 USE schools: Conducted administrative visits to schools in the Northern region to follow up on the implementation and execution of recommendations contained in inspection reports, functionality of Board of Governors and teacher attendance.<sup>170</sup> Monitored 337 Non-USE schools (i.e in the districts of Tororo, Busia, Buteleja, Kapchorwa and Kween) and 641 USE/UPOLET schools.<sup>171</sup> Monitored 143 Local Governments and municipalities activities. Trained 48 central inspectors.<sup>172</sup> Monitored construction works at 55 primary schools, the delivery and utilization of textbooks in a sample of 157 schools. Inspected 421 primary schools.<sup>173</sup> In the period under review, the sub-sector planned to monitor and offer support supervision to 12 districts; as well as the delivery, storage and usage of instructional materials in selected districts to enhance the provision of quality primary education. By the end of FY 2016/17, Thirteen (13) districts had been monitored and offered support supervision focusing on sanitation and hygiene and girls education; while the usage of instructional materials were monitored in 37 districts.<sup>174</sup>

While this catalogued list of achievements is impressive, there is no contextual information to show how these activities factor in to larger goals and targets, or how these activities were fed back into the system to lead to further improvement.

## 5.2 Field Research

### 5.2.1 Introduction

The field research was carried out from 11<sup>th</sup> March 2019 to 27<sup>th</sup> April 2019 in the districts of Nwoya, Amuru, Kole, Apac, Yumbe, Moyo, Adjumani, Kibaale, Amudat, Nakapiripirit, Bududa, Buyende and Buvuma. A total of 52 schools (27 primary and 25 secondary) were covered with interviews held with school head teachers and officers from the district education office. The field research was supplemented by Key Informant Interviews with officials from the Ministry of Education and Sports, and Civil Society leaders.

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<sup>169</sup> ESPAPR FY 2016/17 at p. 32

<sup>170</sup> ESPAPR FY 2016/17 at p. 32

<sup>171</sup> ESPAPR FY 2016/17 at p. 34

<sup>172</sup> ESPAPR FY 2016/17 at p. 34

<sup>173</sup> ESPAPR FY 2016/17 at p. 51

<sup>174</sup> ESPAPR 2016/17 at p. 111

The field research covered the following targets;

***Target 4.5 By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.***

Under this target, the research explored issues around enrollment for both girls and boys since 2015, enrollment specifically for children with disabilities, indigenous children, vulnerable groups like refugees and children from rural and poor backgrounds. In addition, the issue of school dropout was also explored under this target

***Target 4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.***

Under this target, the research looked into issues related to the staffing gaps in schools visited and the districts as a whole, the availability of science teachers, and access to in-service teacher training.

***Target 4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environment for all***

Under this target, issues including ramps for easy access, special latrines for children with disabilities, separate latrines for boys and girls, learning materials for children with special needs, safe drinking water within the school, ratios for - latrine, desk, classroom, staff quarters, safety and security of the school, and teachers' presence at school among others.

**Table showing schools covered by the research**

District			
		Parish	Sub County
<b>Nwoya</b>	Primary		
	Anaka P7 School	Akago	Anaka Town Council
	Purongo Hill Primary School	Purongo	Purongo
	Secondary		
	Pope Paul VI Secondary school	Akago	Anaka Town Council
	Purongo Seed Secondary School	Purongo	Purongo
<b>Amuru</b>	Primary		
	Otwee Public School		Amuru Town Council
	Keyo Primary School	Palema	Lamogi
	Secondary		
	Keyo Secondary School	Palema	Lamogi
<b>Kole</b>	Primary		
	Omuge P7 School	Omuge	Bala
	Akalo Primary School		Akalo
	Secondary		
	Akalo Secondary School		Akalo
	Ayer Seed Secondary School		
<b>Apac</b>	Primary		
	Boke Primary School	Aketo	Ibuje
	Awila Primary School		
	Secondary		
	Chegere Secondary School		



<b>Yumbe</b>	Primary		
	Limidia Primary School		Kochi
	Lukutua Primary School	Lukutua	Yumbe Town Council
	Secondary		
	Yumbe Secondary School		Yumbe Town Council
	Kuru Secondary School		Kuru
<b>Moyo</b>	Primary		
	Moyo Girls Primary School	Vura	Moyo
	Chinyi Primary School	Paalujo	Itula
	Secondary		
	Itula Secondary School	Paalujo	Itula
	Moyo Secondary School		Moyo
<b>Adjumani</b>	Primary		
	Mijale Primary School	Jikwa	Pachara
	Onigo Primary School	Mugi	Cifro
	Secondary		
	Adjumani Secondary School	Mugi	Cifro
	Biyaya Secondary School		Adjumani Town Council
<b>Kibaale</b>	Primary		
	Kisaalizi Primary School	Kirasa	Kyebando
	St.Lwanga Kikanda Primary School	Kikaada	Bwamiramira
	Secondary		
	Kisaalizi Parents Secondary School	Kirasa	Kyebando
	Buyanja Secondary School		Kibaale Twon Council
<b>Amudat</b>	Primary		
	Lokales Primary School	Lokales	Karita
	Kalas Girls Primary School		Amudat Town Council
	Secondary		
	Pokot Girls Seed Secondary School		Karita
	Pokot Secondary School		Amudat Town Council

Nakapirip-irit	Primary		
	Namorotot Primary School	Namorotot	Kakomongole
	St Marys Girls Primary School	Lokatapan	Namalu
	Secondary		
	Nakapiripirit Seed Secondary School		
	Namalu Seed Secondary School		Lolegae
	Primary		
Bududa	Bukibumbi Primary School	Bukibumbi	Bukalasi
	St. Kaloli Lwanga Buwali Primary School	Buwashi	Buwali
	Secondary		
	Bukalasi Secondary School		Bukalasi
	Bududa Secondary School		Bududa Town Council
	Shitumi Seed Secondary School		Bumasheti
	Primary		
Buyende	Busuyi SDA Prmary School	Kagulu	Kagulu
	Gumpi Primary School	Gumpi	Bugaya
	Secondary		
	St Peters Secondary School Namulikya	Kagulu	Bugaya
	Budiope Secondary School	Buyende	Buyende Town Council
	Primary		
Buvuma	Namakeba Primary School		Nairambi
	Kitiko Primary School	Lukale	Nairambi
	Namatale Primary School	Buziiri	Bweema
	Secondary		
	Nairambi Seed Secondary School		Nairambi
	Buvuma College		Buvuma Town Council

## 5.2.2 Findings from the field

***Target 4.5 by 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples and children in vulnerable situations.***

### 5.2.2.1 Access to primary and secondary school

The Government of Uganda policy for provision of equitable access to primary and secondary education is to establish at least one primary school in each parish and a secondary school per sub county through grant aiding of community schools and construction of seed schools. In this regard, there have been efforts by the Ministry of Education and Sports (MoES) to improve access to education through implementing this Government policy. However, in key informant interviews, MoES officials were not able to provide specific data on the number of parishes or sub-counties without a publicly funded primary school or secondary school. The uncertainty is due to the rapid pace at which new administrative units (districts, sub-counties and parishes) are being created.

The field visits established that indeed there are a number of parishes and sub counties without the primary and secondary schools, respectively, as per the policy, although the number is reducing. A number of districts visited had government primary schools in all parishes as per the policy, including Apac, Kole and Buyende. Some of the parishes like Apoi, Kidilani and Ololango in Apac district had 3 government primary schools per parish. However, there were a number of districts that had sub counties without a government secondary school. For example, Apac sub-county in Apac district doesn't have a government secondary school, although, Ministry of Education and Sports has released funds for construction of a seed secondary school and the procurement process for a contractor was concluded in March 2019.

Similarly, Okwerodot sub-county in Kole district doesn't have a secondary school, although there was information that construction of a seed school in Okwerodot Sub County had been planned for in the financial year 2019/2020. In Buyende District, out of the six sub counties, including a town council, only Buyende sub county does not have a secondary school, although the Ministry of Education and Sports is in the process of procuring a contractor for construction of Buyende Seed Secondary School at Namusita.

While the policy and efforts to establish a Government primary school and secondary school per parish and sub county respectively are commendable, it is important to note that in some cases this does not sufficiently ensure equitable access at the two levels. Some parishes and sub counties are so large that they are equivalent to some districts

elsewhere, and consequently, some of the learners travel long distances to school even when a school is established in the parish or sub county.

MoES officials also acknowledged that some parishes are so large that having just one primary school is not sufficient. In particular, there are a number of island communities that require one school per island despite several islands sometimes comprising just one parish or one sub county. Though MoES acknowledges this need, it's first priority is to fulfill the promise of at least one primary school per parish and one secondary school per sub county. Parishes and sub counties that require more than one school would not be addressed until "Phase II". According to one ministry official, MoES plans to construct 150 new secondary schools in 2019/2020 fiscal year in the sub counties without.

In Amuru District, for example, Pailyec parish stretches from Amuru District headquarters to the River Nile, a distance of over 80kms. The parish has two government-aided primary schools within a radius of 20kms from the district headquarters, and for the rest of the parish, up to 60kms, there is no Government primary school, save for six community schools that have been submitted by the district for grant aiding. In effect, this limits equitable access to basic education as children have to rely on the poorly equipped and staffed community schools which ultimately achieve lower than average learning outcomes in literacy and numeracy.

According to one district official,

*"The teachers in these (community) schools are not trained; they are either P7 drop outs, S.2 drop outs or, if you are lucky, you will get an S4 who failed and could not proceed to the next level. They do not have the curriculum but even those who have it cannot interpret it. They just teach what is in the text book. A high number of children failing are from the community schools. In 2018, we got 370 pupils in Division U (Ungraded)."*

In other parishes in Amuru District, the average distance to schools is about fifteen kilometers. Acwera Parish, which is over thirty kilometers wide, for example, has one government aided school and it is not easy for children to walk that distance to and from the school. A district official noted that because of the long distances, the policy of enrolling a child in school at six years is greatly undermined since a child at that age cannot walk a total distance of twenty kilometers to and from school every day.

*“Most children start P1 at the age of nine or 10 years when they are able to walk the long distances. For the girl child this is disastrous as by the time they get to P4, they are too mature and the community expects them to get married. This is affecting both access, quality and up to 90% get grade U. Children with disabilities, especially the physically disabled, stay at home because of the distance.”*

The situation it is not any different in Lamwo Sub County. Okidi Parish, which is over 50kms wide and borders South Sudan, has one primary school. Access to secondary education in the district is also a challenge because two large size sub counties do not have secondary schools. As such, P.7 graduates in most cases do not proceed with education because the only option available to them, which is joining a boarding school, is expensive.

In some districts, there are areas without coverage because the communities are too poor to mobilise resources to set up schools, and the private actors would not set up the schools because they cannot to make a profit. A case in point is Lionga Parish, Gimara Sub County and Demgbele Parish, Itula Sub County in Moyo District. A district official noted that,

*“there is no coverage at all, not even a community school. No private schools either. Those are rural communities, far and poor. Community cannot afford and the private sector cannot go there because they will not make the money they are after.”*

In Adjumani District, out of the 54 parishes three do not have UPE schools. A district official noted that,

*“there is no community school or private school. They are village parishes. Average distance is 8-15kms to access a primary school. In Mugi and Baratuk parishes, they commute 11kms to Kolididi Primary School in Bacere Parish”. For the sub counties without a secondary school [Adropi and Arinyapi] the nearest is 50kms away.”*

Amudat District has a total of 13 parishes and four of them lack a UPE school. The entire district has only two secondary schools i.e Pokot Girls Secondary School in Karita Sub County and Pokot Secondary School in Amudat Town Council. A district official noted that the parishes and sub counties are too expansive to be served by one school as per the Government policy.

*“The average distance between a primary school is 22kms one way. Most of the schools are boarding. The private actors cannot set up schools here because it is not attractive. A community school was started in Looro Sub county but it closed because there were no teachers and no infrastructure.”*

The situation is the same in Nakapiripirit District which has only two secondary schools, Nakapiripirit Seed School and Namalu Seed, and in Buvuma District, which has Buvuma College, located in Buvuma Town Council, and Nairambi Seed School which opened this year (2019) and so far covers only S.1 and S.2.

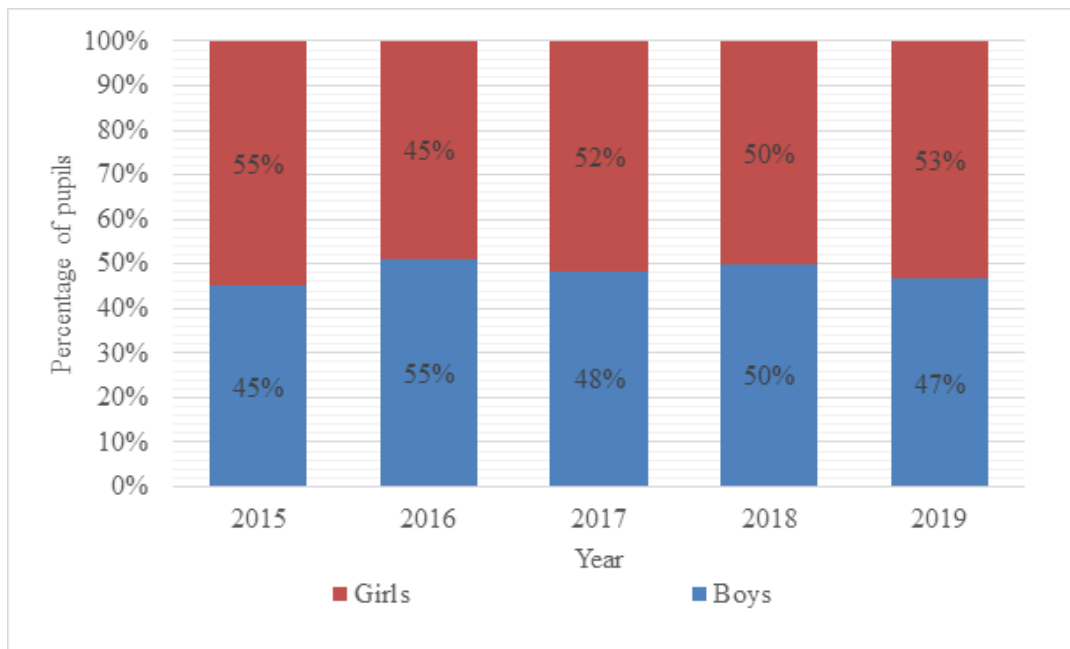
### 5.2.2.2 Access to education for the vulnerable groups

#### 5.2.2.2.1 The Girl Child

In key informant interviews, MoES officials explained that the Gender Unit in the ministry is in charge of coordinating policies, plans, and guidelines concerning gender equity in education. There is a focal point person from each department, which constitutes the gender in education Technical Working Group. Other stakeholders are included as well, and they meet on a quarterly basis to review work plans and reports.

During the field visits, there was evidence that there have been combined efforts by both Government and Education Development Partners (EDPs) to eliminate girls' vulnerability and ensure that they all enroll and complete school. In almost all the districts visited, the enrollment for girls has gone up since 2015, and in some cases it exceeds that of the boys. For example, in Anaka P.7 School, Akago Parish in Anaka Town Council Nwoya District, girls' enrollment is higher than that of the boys. The head teacher attributed this to regular meetings held with girls and their mothers; girls are given equal opportunity like boys to participate in different activities and they are also taught to make reusable sanitary pads. This promotes retention and completion as reflected in the increased enrolment.

**Table showing Anaka P7 School Enrollment 2015 - 2019**



*Source: Author's illustration*

Purongo Hill Primary School located in Purongo Parish, Purongo Sub County in Nwoya District is being supported by EDPs to ensure equal access for different groups of children, including the girl child. One particular innovation that seems to be effective is the accelerated learning programme for older children who were out of school for various reasons. The out of school children aged between eight and fourteen years are mobilized from the community, taught for one year on a special intensive programme and then promoted to P4 for normal progress. This is an attempt to ensure that children are not left behind because they had missed school at an early age.

The initiative is funded by Geneva Global and is being implemented by various partners including ZOA Acholi, African Revival and Charford. ZOA built capacity of parents to save for a purpose as part of the package, that is save for kwan (education), such that the children do not drop out of school again. School enrollment figures by class indicate that because of the accelerated learning programme, there are more children in P4, currently at 179, while other classes have between 80 and 100 learners each. What is not evident is whether and how Government intends to scale up these EDPs led pilots across the district with similar disadvantages.



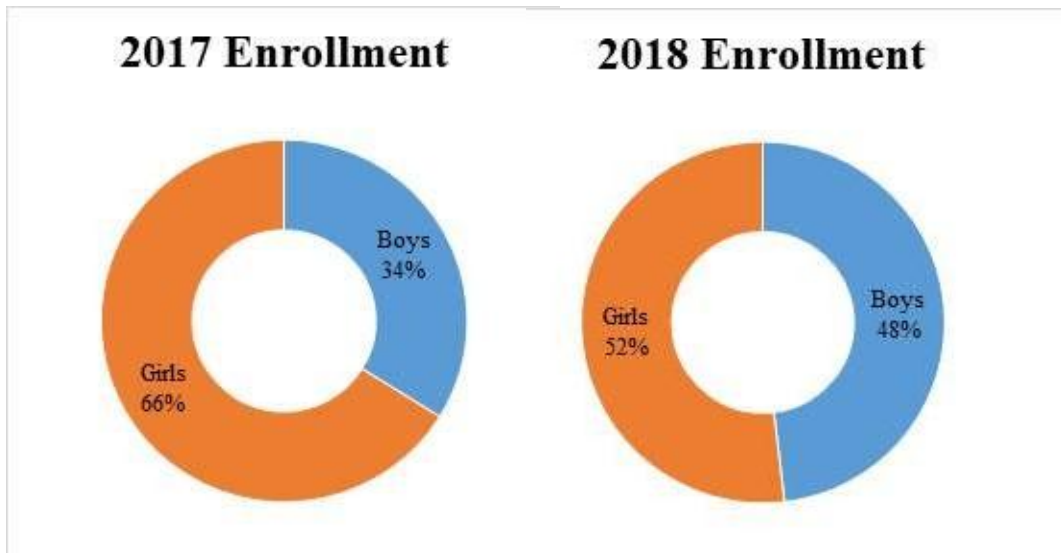
## Enrollment by class for Purongo Hill Primary School in Nwoya District.

PURONGO HILL P.S. PUPILS' ENROLMENT											
2000			2001			2002			2003		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
P1			P1			P1			P1		
P2			P2			P2			P2		
P3			P3			P3			P3		
P4			P4			P4			P4		
P5			P5			P5			P5		
P6			P6			P6			P6		
P7			P7			P7			P7		
2005			2006			2007			2008		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
P1			P1			P1			P1		
P2			P2			P2			P2		
P3			P3			P3			P3		
P4			P4			P4			P4		
P5			P5			P5			P5		
P6			P6			P6			P6		
P7			P7			P7			P7		
2010			2011			2012			2013		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
P1	61	70	131	P1	72	54	126	P1	65	81	146
P2	52	54	106	P2	58	56	114	P2	52	41	93
P3	49	52	101	P3	62	51	113	P3	49	57	106
P4	80	73	153	P4	74	76	150	P4	64	75	139
P5	66	69	135	P5	68	62	130	P5	61	67	128
P6	49	64	113	P6	64	46	110	P6	66	47	113
P7	36	20	56	P7	44	22	66	P7	36	19	55
	398	402	798		442	367	809		393	357	750
2015			2016			2017			2018		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
P1	73	72	145	P1	45	51	96	P1	50	57	107
P2	54	51	105	P2	39	43	82	P2	48	52	100
P3	71	87	158	P3	59	62	121	P3	51	69	120
P4	88	88	176	P4	59	90	149	P4	69	90	159
P5	98	109	207	P5	65	77	142	P5	60	79	139
P6	67	60	127	P6	49	75	124	P6	47	78	125
P7	44	26	70	P7	33	19	52	P7	26	26	52
	498	493	991		349	422	771		351	451	802
2019			2020			2021			2022		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
P1			P1			P1			P1		
P2			P2			P2			P2		
P3			P3			P3			P3		
P4			P4			P4			P4		
P5			P5			P5			P5		
P6			P6			P6			P6		
P7			P7			P7			P7		

In Apac District, general enrollment for girls is higher than that of boys. At primary level, the enrollment for girls in 2017 was 58,111 (66%) out of 87,854 while boys were 29,742. For the year 2018 out of the total enrollment of 57,375 boys were 27,597 while girls were 29,778 (52%).



## Pie charts showing enrollment for boys and girls in Apac District 2017 & 2018



Source: Author's illustration

In some districts like Amudat and Nakapiripirit, there have been EDPs led efforts targeted at supporting the girl child to stay in school by keeping the girls at risk of Female Genital Mutilation (FGM) and forced marriage in boarding schools and providing them with the necessary school requirements. For example, at Kalas Girls School in Amudat Town Council a teacher revealed that

At this school, partner organizations like UNICEF provides text books, sanitary pads for all the girls going into their periods, and playing materials like dolls and cards.

*“the ones who completed P.7 last year [2018] majority run away from FGM and child marriage and came here in boarding. Some children stay at school during holidays, especially the big girls, under what is popularly known as the go back to school, targeting girls aged between 15 and 16 years because they will be married off by the parents”. In 2018, we received 34 girls who ran away from their parents and came to school escaping FGM and child marriage. In 2019, the number increased to 86. Those without support at all, the school helps them with some small requirements like scholastic materials.”*

According to MoES officials, a gender audit for the Karamoja region was conducted in 2015 and the report is out. MoES is disseminating the report to different stakeholders in Karamoja and the wider education sector. The goal of the audit was to develop a strategic education plan for Karamoja, which has been submitted to the leadership of the ministry for approval. According to

officials, the ministry has also done a lot of work on menstrual health education. They have “trained learners on growing up [and] managing the process.” They have also distributed sanitary pads and taught female students how to use them. The ministry is still working on scaling up the distribution of sanitary pads, and there is an effort to reach out to districts most in need. Efforts to build more latrines, toilets, and bathrooms also have also contributed to the menstrual health.

**Some of the efforts undertaken by districts visited, and their EDP partners, to ensure that girls enroll and stay in school include:**

- Sensitization to encourage parents to support learning and change the attitude towards education.
- In Yumbe District there has been affirmative action in the recruitment and deployment of female teachers but statistics are still not encouraging. Out of a total of 1609, there are only 387 female teachers.
- Most of the schools visited have facilities for the girl child i.e. separate latrines but there are still challenges of lack of washrooms and changing rooms. Teachers have also been trained in menstrual health management. Some schools, like Namorotot Primary School in Nakapiripirit District, have emergency sanitary pads;
- In some schools, partners like Save the Children are helping the children to make reusable sanitary pads.
- In Adjumani District, according to enrolment data of 2018, girls were more because the district has made deliberate efforts towards go-back-to-school for all, but with emphasis on girls. The district passed an Education Ordinance that requires all children to be in school i.e. ECD, Primary and Secondary. However, the transition rate to secondary is low.
- In Amudat, the district leadership engage the community in dialogues to change attitude of parents towards education. The district is Promoting boarding provision at schools. A district official emphasized ***“we want all girls to stay in boarding; it is safer.”*** The district lobbied for scholarships preferably to be given to girls. The condition is that 65% of the scholarships must go to girls. The trend emerging is that most of the learners are girls.
- In Bududa District under the Straight Talk Foundation, better life for girls project, teachers were trained to put facilities that support girls to remain in school, safe spaces for girls to manage menstrual cycle, counseling and guidance. Teachers are trained on how to give this support.
- In Buyende, the district is drafting an ordinance to have girl children in school in addition to sensitization in schools and communities by different actors. Plan

International does sensitization in schools and communities on the rights of the child and to end child marriages. They also distribute sanitary pads in very disadvantaged school in Bugaya, Nkoodo and Kagulu sub counties.

#### **5.2.2.2.2 Access for Children with Disabilities (CWDs)**

At the district level, much as Ministry of Education statistical forms provide for data on Special Needs Education (SNE) to be captured, most district education offices and schools are not doing it effectively. Majority of the offices and schools do not have comprehensive data on CWDs. This is a worrisome trend especially in light of the fact that some even have an SNE officer in position. For the schools, majority have not appreciated the need to collect and manage data on learners with disabilities.

Interviews with CSOs that advocated for SNE students to receive adequate schooling confirmed initial research that there is limited knowledge into levels of school enrolment of children with disabilities. Moreover, what is known is limited to physical disabilities such as hearing and visual impairment. Much less is known about students with intellectual disabilities. CSO leaders believe there are approximately 2.5 million children with disabilities in Uganda. Based on a 2014 study, CSO leaders believe approximately 9% of SNE children attend primary school, and 6% attend secondary school. According to one CSO, a lack of knowledge about the number of SNE students is part of what leads to under planning and underfunding.

Efforts around SNE have been focused on infrastructure development where many schools now have provision for ramps on majority of the buildings - most especially the newly constructed structures. There are also great strides in as far as providing special latrines for children with special needs. This is standard for all the seed schools that have been constructed by the Government and other schools supported by development partners.

The critical need is around provision of SNE teachers and instructional materials to support inclusive education and capacity building for school managers to effectively manage and maintain SNE facilities. There is still heavy reliance on special units/schools for SNE. CSO leaders identified major challenges as including: inadequate school infrastructure, few trained and skilled SNE teachers, lack of SNE instructional materials, inappropriate assessment of SNE students and inadequate policy guidance for districts to plan appropriately for the SNE. Ministry officials similarly acknowledged each of these points, conceding that there was an insufficient supply of SNE trained teachers, teaching and instructional materials, assessment capacity, affordable schooling options for poor children with disabilities, and subvention grant funds. These officials spoke of desired initiatives to remedy each of these shortcomings, such as training teachers in early identification and assessment of student disabilities, training and

deployment of sign language interpreters, increased budget lines for SNE teaching and learning materials, and Information Technology programs to assist SNE learners. Still, each of these programs are dependent either on additional funds unlikely to be provided by the Ministry of Finance, or donor funded programs which are unlikely to be both scalable and sustainable.

During the field visits to districts, the concerns of the CSOs were easily corroborated. In Nwoya District, for example, data for SNE is a challenge. In an interview with an officer at the district level, it was shocking to learn of the attitude of the officials especially in light of the SDG catchphrase of leaving no one behind. The officer questioned:

*“If obvious things like staffing are not taken into account, if you are not able to provide for the majority, how will you provide for the minority? There is no SNE provision because we do not have technical people to handle; the general schools do not have the capacity.”*

However, in the same district, at Anaka P7 School, which is one of the biggest and best schools in the district in terms of enrollment and performance, there are efforts towards inclusion for children with special needs. The school has learning materials for children with special needs and teachers ensure that they receive special attention. For example, during our visit to the school, we observed P.2A class and learnt that the class has four learners with partial visual and hearing impairment. The teacher on duty, explained that she reserves some front seats for the special needs learners and ensures that they receive special attention.

In Amuru, a district official noted that the policy of inclusive education is a challenge. The district has 50 teachers who have attained a diploma in SNE and plans are underway to create an SNE annex at Pabo Primary School, the biggest school in the district, to handle children who are visually impaired and deaf in the financial year 2019/2020. The district is going to use School Facilitation Grant (SFG) funds to put up a block of two classrooms and two offices. Pabo has many children with disabilities. The plan is to extend the initiative to also Otwee Public School, the second biggest primary school in Amuru District. ***“All the SNE teachers earmarked for the project are already on government payroll. What is needed is support for infrastructure development. SNE has always been an unfunded priority.”***

Though the official noted that it is not easy to capture children with disabilities, in the same district, Keyo Primary School has a register which is comprehensive and this is managed with support from Save the Children under the School Family Initiative (SFI). The recording is by sex, class and disability.

In many schools visited, head teachers and teachers mentioned isolated cases of children with disabilities in their schools, but it is not something they paid particular attention to. For example, at Omuge P7 School, in Omuge Parish, Bala Sub County, Kole District the school has no specific data on children with disabilities although they are aware of special needs pupils within different classes. A teacher mentioned that: “there is a P.1 Boy who is lame and moves in a wheel chair. In P.4 there are two girls and one boy who are physically disabled but not in a wheel chair.

*There is a P.1 boy with a serious hearing impairment and the school has advised the parents to take him to an SNE school in Aduku Sub County Kwanja District called Ikweru Nigiri Primary School. It is a government school about 18Kms away and has a boarding facility.”*

At Akalo Secondary School, in Akalo sub county, Kole District, there is currently no child identified with disability and one teacher categorically stated:

*“We are not expecting any children with disability; there is a school for that in Lira town called Nancy Comprehensive school for the deaf. The blind go to Soroti and another school in Kwanja District.”*

There is a unit for SNE at Wigwa Primary School in Aboke Sub County in Kole District.

Apac District does not have comprehensive data on children with disabilities though there are steps to promote inclusive education. For example, there are plans to establish an SNE Annex in Awili Parish at Awili Primary School to accommodate the blind and the deaf. The officers in the district education office revealed that the Ministry of Education and Sports has already given a go-ahead for establishment of the annex. Teachers for SNE are in place. The district also has Ikweru Negri Unit for the blind and deaf.

In Yumbe District, officers in the education office claimed that SNE is a big challenge and that the district has no data on SNE because there is no SNE officer. However, there are some SNE trained teachers in schools. A district official noted that children with special needs are identified at the school level. He put the total at 1,919 of which

the mentally impaired are 317, those with visual impairment 473, hearing impairment 774, the physically impaired are 264, those with multi handicaps are 46 and dyslexia 45.

Yumbe Secondary School has a boy in S.2 who is handicapped and uses a wheelchair but the environment is not supportive of his needs. The school has ramps only on newer buildings and the latrine that was constructed for children with disabilities is used generally.

Moyo District has an annex for blind at Moyo Girls Primary School, which became mixed following the introduction of UPE. A district official noted that the district took over the school from the church and continued with the programme. The school receives support from the central government in form of a subvention grant of 20,000shs per learner per term. The current enrollment is 22 but there is capacity for more visually impaired children.

A teacher, who is trained in SNE, noted that some children have severe impairment but those with not so severe impairment go for inclusive education. She said that the school's biggest challenge is scholastic materials.

*"Braille books are very expensive, supposed to be given by government but school is not receiving any. Subvention grant is 20,000 per child per term. This is grossly insufficient. I bought a mathematics Braille textbook for P.4 from Kyambogo University at 400,000shs, we also bought MK mathematics Practice Book Two at 350,000shs. This year we need to buy one Mathematics book for P.5 because there are two learners."*

The total SNE subvention grant received by the school last year (2018) was 1,368,086 for first term, 1,368,086 for second term and last release 506,000 on 7th December 2018. Out of the 506,000 subvention grant for term three, 400,000shs was used to buy one Braille book. In the same year the head teacher bought a talking calculator at 100,000shs. The school gets Braille paper and Braille machines from instructional materials unit under basic and secondary education directorate of Ministry of Education and Sports.

Bududa District promotes inclusive education in the sense that children with partial visual impairment are in regular schools where there are teachers trained in SNE. However, there is also a special unit for the deaf at Majiya Primary School.

In Buyende District, there is limited attention to SNE. The district has no data and the position of SNE officer remains unfilled, although the district has eight teachers of SNE on payroll. A district official revealed that they recruited a SNE teacher three years back at Buyende Primary School. *"We identified four children with special needs,*



***two in Kagulu sub county, one in Buyende sub county and one in town council but challenge is transport. They need a boarding facility.***

He added: ***“From Buyende District, the nearest SNE facility was in Kamuli District called Maria’s Care for both the blind and deaf but the ‘muzungu’ who started it left a year ago after 10 years and now it has collapsed. So SN children have to go to Iganga District.”***

Kibaale District has a total of 589 children with disabilities – 279 boys and 310 girls. An officer at the district noted that mostly the district practices inclusive education where learners with special needs are taught together with the rest of the children. The district has a unit at Bujuni. ***“But again these children are in inclusive. They are given a pull out by their special teachers for remedial. There are teachers who handle them at school.”*** The government facilitates this unit with a subvention grant in addition to the UPE funds to cater for the children. The government also constructed boarding facilities.

#### **5.2.2.2.3 Indigenous children and children from poor families**

At the primary level, majority of the learners in the schools in their localities i.e. parish as a planning unit for a primary school are indigenous children. This was the case for most of the schools in the districts visited except for refugee hosting districts of Yumbe, Moyo, Adjumani and Kibaale. For example, at Itula Secondary school in Moyo District, the indigenous children (host community) in this school are 241 (20%) while the refugees are 1181. At Kisaalizi Primary School located in Kirasa Parish, Kyebando Sub County, Kibaale District, indigenous children in this school are about 40 percent. Enrollment of Rwandese refugees is almost half of the population in this school according to teacher at this school.

For secondary education, especially in districts where school administrators are enforcing a boarding facility, children within that sub county tend to be few. The biggest number of learners comes from elsewhere and is determined by ability to pay the fees associated with boarding schools. This was the case even for the USE schools in the districts of Apac, Kole, Amuru, and Nwoya. At Chegere Secondary School in Apac District, children from the area attending the school are about 40%, and the rest are from elsewhere. A teacher stated: “the attitude of the people from around here is not for school, because of the swamp, they just want to go fishing. Some rural people from better off families prefer to study in town like at Apac Secondary School.”

In some districts like Amudat and Nakapiripirit, the boarding facility is almost the only solution for retention due to either the long and unsafe distances to school or nomadic nature of the communities. For example, Namalu Seed School in Nakapiripirit district is purely boarding though by registration it is day school. A teacher explained:

*“At the start of the school there was a lot of insecurity, so walking to school was not an option. There was a district council resolution that schools are made boarding to ensure security of the children. Given the support of WFP, they chose to put the children in boarding and parents support in form of supper. However, the child-mothers who are on school re-entry programme are allowed stay at home because they have to breastfeed.”*

Another example is St. Mary’s Girls’ Primary School, located in Lokatapan Parish, Namalu Sub County, Nakapiripirit District. The school is registered as a day school but the boarding section came because the safety of the girls. A teacher noted:

*“For girls we have two dormitories. For boys only P7, we are just using a classroom, improvising. For girls boarding is from P.4 to P.7, we do not have capacity. We are targeting bigger girls to avoid early marriage, though the mindset is changing. The young ones come from within, their homes are near, there is no need to be in boarding.”*

Some head teachers mentioned cases of needy children being supported by some school arrangement. For example, at Anaka P7 School in Nwoya District, a teacher explained that for learners whose parents are genuinely not able to pay the fees, they arrange for parents to work in the school garden every Wednesday to compensate for the unpaid fees. There is also a school family initiative where the teachers recreate a family environment at the school for effective follow up and support for the learners.

At Nakapiripirit Seed School, Nakapiripirit District, a teacher said that there are many needy children and the secondary schools are only two in the district. The school cannot send away children who express interest in studying.

*“Currently we have 16 students on BoG sponsorship, they come crying and because they performed well in PLE, you cannot send them away. You let them stay and cut fire wood, fetch water, slash the compound. Sometimes community leaders bring children neglected by their parents and we have to take them.”*



In Yumbe District, according to officers in the district education office, orphaned children are 6,380, of which 3,115 are boys while girls are 3,265. It is clear that there is no coherent and sustainable intervention by central or local governments to support orphans and children from poor families who are vulnerable to dropping out of schools even with UPE and USE programmes due to hidden costs of schooling. Initiatives at school level are dependent on the school managers and therefore not replicated across board.

#### 5.2.2.2.4 Access to education for refugee children

ISER discussed with MoES officials its field observation that in areas absorbing high numbers of refugees, there is always a tendency to build new schools in refugee camps rather than expand or rehabilitate schools in host communities to accommodate refugee children. One ministry official observed that resources for building schools in refugee settlements are usually from international agencies and not necessarily taken from resources that could otherwise benefit the host communities. Officials acknowledged that there were significant challenges in accommodating mixed local and refugee populations, such as what the language of instruction should be, and who would be eligible as teachers.

Yumbe, Moyo, Adjumani and Kibaale are the refugee hosting districts covered by the field research. The refugees in Yumbe, Moyo and Adjumani are mainly South Sudanese while the ones in Kibaale are Rwandese. The officers in the Yumbe District education office put the enrollment for refugees in settlement schools at 66,000 and host community at 101,000. Out of the 5,200 candidates Yumbe registered for the 2018 Uganda National Examinations Board (UNEB) Primary Leaving Examinations (PLE), half were refugees. The district has 25 primary schools and five secondary schools in the refugee settlements.

Unlike for host community schools, the refugee settlement schools also have ECD facilities. The rather concerned district official noted that: ***“The refugees have a lot of support and good facilities. Interventions should be targeting schools near settlements where host communities can benefit.”*** He added that the Sudanese attach a lot of value to education unlike host communities. ***“You can only make a difference when you go back educated. That is what they have been told. There is accelerated learning. Now they are fully integrated, they follow the Ugandan system.”***

In the last two years, Moyo District has experienced increase in enrollment due to increasing numbers of refugees. Moyo District has both integrated schools, nine primary and one secondary as well as special schools for refugees. Currently there are 11 primary and five secondary special schools for refugees. There is also one vocational (non-formal education programs for skills training) for refugees.

In the integrated schools, at the primary level, the host community is under the Universal Primary Education (UPE) programme while the refugees are supported by UNHCR – the UN Refugee Agency. In Moyo district, Itula Sub County houses all the refugee schools and the integrated schools. The refugee population is big; for example, Itula Sub County has a population of 118,000 refugees against 139,564 for the host community as per 2014 census. There are other refugees in sub counties like Moyo Town Council but they are referred to as self-settlers.

The special schools for the refugees are in the settlements but some are close to the host community. A district official noted that the integrated school model is the best because there is support from both government and partners and the host community benefits from the arrangement.

For the refugees that had been out of school due to war, there is provision for an accelerated programme within the special schools for refugees in the settlements. The accelerated learning curriculum is approved by the National Curriculum Development Centre (NCDC) Uganda, and it covers the primary curriculum in three years. Learners are taught in levels. Level one is equivalent to P.1- P.3, Level two covers P.4 to P.5, then Level three is P.6 – P.7. Each level is taught in one year.

A district official explained that: ***“The condition is that one is at least 10 years to qualify to be in level 1. So screening is done to enforce this. They have ‘normal’ teachers who are oriented on how to handle the special programme.”*** The programme started in 2017 and the first batch sat PLE in 2018. Partners who support this programme include Save the Children and War Child Canada.

In Moyo District, Itula Secondary School is a classic example of an integrated school for refugees and host community. It started as a community school in 1996 but was eventually taken over by government in 2005. It became an integrated school in 2017. The school is located in Zone 1 of Palorinya Refugee Settlement. During the first influx in 1992, Sudanese refugees settled in this area. There were many school-age going children but the nearest school was Moyo Secondary School and Obongi Secondary School 35kms away. This inspired the founding of Itula Secondary school. At the time of the establishment, it was Jesuit Refugee Services (JRS) supporting the school. JRS, a UHCHR implementing partner, continued to support the school until 2005 when government grant aided the school.

Until 2018, this was the only school in this sub county. That is why in the recent influx in 2017, all refugees enrolled here and numbers went up to 2800. Now five other schools have been set up in the refugee settlement. Special schools for refugees are supported by UNHCR and these are; Ebenezer Secondary School located in Zone 1,

Idiwa Secondary School located in Zone 3, Luru Secondary School in Zone 2, Kali Hill Secondary School located in Zone 2, and Palorinya Secondary School located in the base camp zone. All these special refugee schools started last year (2018) and led to decongestion of Itula Secondary School leading to a reduction in enrollment to 1422 out of which 1,181 are refugees and only 241 from the host community.

**Table showing share of enrollment for Itula Secondary School 2015-2019**

Year	Boys		Girls		Total			
	Nationals	Refugees	Nationals	Refugees	Nationals		Refugees	
2017	153	1198	92	719	245	11%	1917	89%
2018	164	704	99	452	263	19%	1156	81%
2019	832		590		241	17%	1181	83%

Source: Author's illustration

Partners have provided infrastructure, including a four classroom block by JRS, a dormitory for girls by JRS, latrines by LWF (15 stances for boys and 10 stances for girls), two incinerators constructed by JRS and LWF, dormitory for boys, laboratory (not complete) and water tanks by OPM's DRDIP – Development Response to Displacement Impact Project.

Chinyi Primary School located in Paalujo Parish, Itula Sub County Moyo District is another example of an integrated school. It was founded by the Church of Uganda in 1972, but it is now a government grant-aided school, which became an integrated school 2017. The current enrollment is 1,239 as indicated in the table below.

**Table showing enrollment for Chinyi Primary School 2015-2019**

Year	Boys		Girls		Total			
	Nationals	Refugees	Nationals	Refugees	Nationals		Refugees	
2015	207	0	156	0	363	100%	0	0
2016	232	0	152	0	384	100%	0	0
2017	262	1574	221	1279	483	14%	2853	86%
2018	191	716	199	583	390	23%	1299	77%
2019	96	561	78	504	174	14%	1065	86%

Source: Author's illustration

Across the refugee hosting districts, access to education for refugees is generally not a challenge and the host communities are welcoming. At Kuru Secondary School, non-integrated school in Yumbe District, there are 19 South Sudanese refugees, 17 boys and two girls from Bidi Bidi settlement. A teacher noted that:

*“it is very easy for refugees to access education because environment is favorable and the school ensures that they live as brothers and sisters regardless of where they come from. Breach of this leads to disciplinary action.”*

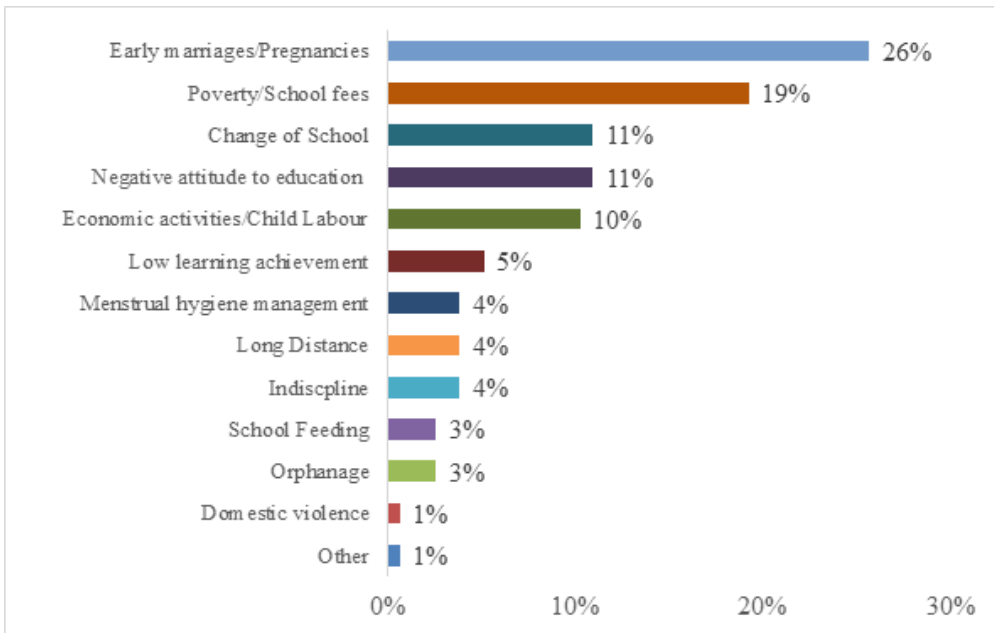
Yumbe Secondary School has four learners in S.6 and one in S.2 who are refugees. They are supported by Finn Church Aid. A teacher noted that the UNHCR moved most of the refugee children to the special schools in the refugee settlements.

Overall, access to education for refugees is strongly supported by international organizations in partnership with the Government. This has tended to put the refugee schools at a better level in terms of facilities, compared to schools for host communities. However, given that the refugees are expected to return to their home country and continue with the education there, the use of the Ugandan curriculum in integrated schools may potentially disadvantage the refugee learners. Introduction of special schools, where the curriculum is of the refugees' home country, is addressing this challenge.

#### **5.2.2.3 Children dropping out of school**

One MoES official acknowledged that completion rates, even for primary school, were still quite low. This was evident in the districts visited during the field research.

## Graph showing reasons for children dropping out of schools in the schools covered by the research at both primary and secondary level



Source: Author's illustration

Schools and districts are not keen on recording and managing data on children who are dropping out of school. There are only a few cases where data on school dropout was readily available. Majority admitted that they did not have comprehensive data. However, all interviewees were able to mention offhand various reasons why children are dropping out of school. The most common ones are:

### ***Early marriages and teenage pregnancy***

In almost all schools visited, early marriages featured prominently among the reasons for children dropping out of school. Yumbe District dropout rate is high for primary education at 61%. The officers at the district education office attributed the high dropout rate to teenage pregnancy among others factors.

*“When a girl gets pregnant we follow up and report to police but the culprits get to the parents, negotiate payment and the girl gets married, so getting back to school is not an option. We are connecting with social services to come up with an ordinance. Even some of our teachers are culprits.”*

A teacher at Ayer Seed School in Kole District noted that pregnancy among girls is the main reason for dropout. ***“This year 2019, we have already lost three girls. This happens every term, we subject them to pregnancy tests every beginning of term. The average dropout per year is five girls. We cannot keep them at school when pregnant because we do not have the capacity in terms of diet and health care.”***

In Amudat District, an officer at the district attributed dropout mainly to early marriages driven by traditional beliefs and practices.

*“Our girls are highly priced in terms of dowry, the price goes up depending on the prettiness; one can ask for 40 or 50 cows for just one girl. Depending on the age of the man, the older you are the more you pay. The temptation for girls to remain at home is therefore high. Girls give the parent very good returns. If one has four girls, they can get 200 cows. Education is coming in slowly.”*

As a result, Amudat has the highest rate of child pregnancy due to early marriages in the whole of Karamoja. A teacher at Pokot Seed Girls School noted that early marriage for both boys and girls is a major hindrance to education in Amudat District. ***“After primary they do not enroll back in school but opt for marriage. Very few of them join secondary. It is part of cultural beliefs. They value a girl who is not educated than the one who is educated; those who go to school get are considered spoilt. They can pay 50 cows and 75 goats for a girl who has not gone to school, and only 10 cows and some 15 goats for the one who has gone to school. Some parents will not accept to take child to school because they may lose wealth. Even the boys have to look at cows; if they stay in school where will they get the cows to pay for bride price.”***

A teacher at Namalu Seed School, Nakapiripirit District said early marriages is a serious challenge.

*“As long as someone has the cows and is ready to give the cows to the family, they will give away the girl. It is not a surprise that when the girl is in school the parent can come for her if a man has approached him with cows. Sometimes if the man is flexible, the girl can continue with both school and marriage but this challenging.”*

Related to this, Female Genital Mutilation (FGM) is still a challenge because of the

porous borders. Although FGM is outlawed in Uganda, head teachers in Amudat confirmed that people still do it in hiding. They cross over to Kenya to circumsize the girls and the moment FGM is done the girl is ready for marriage, not education. A head teacher from one of the schools confirmed. FGM still exists. ***“Once a girl has been circumcised, the next agenda is marriage not education. FGM does not prepare girls for education but for marriage. They circumsize girls of 10-14 years.”***

### ***Menstrual hygiene management***

In some of the schools, there are inadequate facilities for menstrual hygiene management. At Limidia Primary School in Yumbe District, the head teacher confirmed that school facilities are not favorable for the girl child because there are no changing rooms and sanitary emergency pads. However, Finn Church Aid helped with training of learners to make reusable sanitary pads. Although UPE and USE have emergency sanitary pads as one of the eligible cost centres, the inadequacy of the capitation amounts means that sanitary are not prioritized.

### ***Child labour / Engagement in commercial activities***

In Apac District, boys drop out of school in preference for fishing in Lake Kyoga. Akokoro Sub County is the most affected. Fishing along river Nile is also a factor in Gimara Sub County in Moyo District.

Child labour is rampant in Amudat District. Amudat District has the highest concentration of livestock in the region [Karamoja], district official stated: ***“The ownership of livestock per family is a big issue. Here you can find someone with 1,000 herds of cattle. I need a minimum of 4 children- that means labour. We also have a lot of goats. Our cattle go beyond Kween to Bukedea. But during wet season they come back.”***

A teacher at Nakapiripirit Seed School noted that engagement in income generating activities is at the expense of schooling.

*“The day scholars do not come every day; they can take a week, two weeks. When the rains come, they join groups that are hired to work in the gardens. They only come during examinations. In S4, there are only six students out of 28; they all came for first two weeks but have not returned since then. We know they will return to do examinations. But our bosses told us that even if you have one in class you have to teach. Last year 2018 UCE the four who had registered with us in April and disappeared, came back on briefing day Friday when on Monday they were beginning exams. They were all in Division 9.”*

Rearing animals is a major reason for drop out in Buyende District. A district official explained: ***“This is a cattle corridor. Here market days are public holidays. Buyende has biggest livestock market in eastern Uganda, which happens in Buyende Town Council every Thursday. The one in Kidera sub county is on Saturday but children do not go to school on Friday because they have to prepare what they will sell on Saturday. Absenteeism is a big problem.”***



### ***Tuition and Non-tuition fees, including scholastic materials***

Under the UPE and USE programmes, qualifying learners are not expected to pay tuition fees as this is already catered for under the capitation grants. In practice, however, all schools have instituted some fees in addition to other requirements expected of the parents. These fees, especially where boarding sections have been introduced, are responsible for some of the dropout. At Adjumani Secondary School, a teacher confirmed that many children drop out of school due to lack of fees or school requirements. ***“Fees is the biggest challenge. When children are sent home for fees, they either transfer to other schools or do not come back to school at all.”***

### **Fees structure for Adjumani Secondary school in UGX**

<b>Day USE</b>	<b>Day Non USE</b>	<b>USE Boarding</b>	<b>Non USE Boarding</b>
145,000	185,000	180,000	245,000

Chegere Secondary School in Apac District, a teacher noted that the dropout rate is high, ***“very many students drop out every year, about 50 students a year, because their parents are not able to support them with even mere buying of school uniform or fees. The girls go for marriage, even boys marry at an early age.”*** The fees for this school is 267,400shs per term and all children are boarders although this is a USE school. It is possible that the enforcement of the boarding facility is leading to dropout because parents are not able to afford the fees charged by the school.

In Yumbe District, poverty levels are high and yet there are many polygamous families, especially among the Muslim community, with many children. Consequently, they cannot afford to pay fees for all of them. In this situation, it is usually the girl children who are not prioritized in the payment of school fees and they are first to drop out of school as a result.

For Moyo Secondary School, a teacher noted that in 2018, at the beginning of the year, the enrollment was 630 but by the end, it was 560. This teacher listed school fees as number one reason for drop out.



**Table showing various costs (tuition and non-tuition fees in UGX) required of a student attending Moyo Secondary School**

USE Boarding	Non-USE Boarding	USE day with meals	USE Day without meals	Non-USE Day with meals	Non-USE without meals day	Pregnancy testy
310,000	371,000	207,000	112,000	266,000	197,000	5,000

For Busiyu SDA Primary School in Buyende District, a teacher noted that when children are sent away to bring money, many do not return. ***“For example this term we started with 600 learners but currently as the term draws to a close, there are 300 learners.”*** Learners are required to pay development fees (10,000 a term). On top of the 10,000shs development fees per term, learners are required to contribute 4kgs of maize for porridge as a mid-day meal.

However, some few school head teachers noted that they do not send away children who fail to pay fees. For example, at Moyo Girls Primary School a teacher noted that there are no children who drop out of school due to lack of fees or school requirements. ***“It is not common. We let them study and hold onto the report cards and keep on demanding unpaid school dues from the parents.”***

At Bududa Secondary School in Bududa District, a teacher noted that they do not have children who drop out of school due to lack of fees or school requirements. ***“We even have children who sit UCE and UACE on credit and ask UNEB to block the results, we pay for the service. We do not chase you because we believe everybody must be in school.”*** Here Learners are required to pay 53,500shs as fees and 40,000shs for lunch. The head teacher added that payment in installments is one of the retention factors, installments are as low as 5,000shs.

At Bukibumbi Primary School, a teacher said that it is not common for children to drop out of school because of fees. He said that the only payment is for meals. ***“We had a meeting with parents and agreed to contribute towards midday meals 1kg of maize flour per week, vegetables (Sukuma) 2 bundles of 200shs each, 2,000shs a term for tests to feel like the ones of private.”***

Although many school head teachers were quick to downplay the fees factor in school dropouts, the fact that parents are required to incur extra costs amidst widespread poverty, surely leads to many children dropping out of school.

### ***School feeding is a big challenge***

Many school head teachers and officers in the different district education offices attributed drop out to school feeding.

*“We had a meeting with children in Lacor and they said they cannot study in the afternoon because of hunger—a district official in Amuru.”*

In Lukutua Primary School, Yumbe District, a teacher said learners in P.7 pay 30,000 per term for meals. From P.1 to P.6 go home for lunch.

*“Those who come from far go on empty stomach, parents do not pack food; if you go around you will not get a child with a container. They play until time for class. Learning becomes impossible in the afternoon; they keep dozing and participation is very low.”*

In Karamoja schools feeding is a big challenge too. WFP has been supplying food to schools for decades; however, instead of improving education outcomes, this has made schools to be viewed as feeding centres. A district official noted: ***“Children go to school because there is something to eat, if the food is not there, they do not go.”***

### ***Low learning achievement***

In Amuru District, an official mentioned that low learning achievement is a major factor for dropout. ***“We did an assessment and found a lot of repetition in P.4 and P.5, numbers are very high and then reduce considerably in P6 and P7. You cannot promote someone who cannot read and write.”*** In Yumbe District, education officers at the district level revealed that teachers take 3-4 weeks to report to school at the beginning of a term, leading to low curriculum coverage. Related to low curriculum coverage is the high pupil-teacher ratio. For example, at Otwee Public School in Amuru District, there are 220 learners in a class taught by one teacher. A district official reported: ***“The teacher told me, ‘madam, I am confused,’ Children are too many and sit on the floor.”*** As a result of all these challenges, children lose interest in school as they struggle to achieve required competencies during assessment. They have a popular saying; ***“School ndenga ma ra - I cannot manage school, I am done.”***

### ***Long distances and difficult routes to school***

In districts like, Amuru, Nwoya, Amudat, Nakapiripirit, Bududa and Buvuma, distance and/or terrain and weather are majors causing school dropout. A teacher from Namalu Seed School summed it up: ***“Imagine from Nakapiripirit town to Namalu Seed there is no other school. The distance is about 35km.”***

When the distances are too big, children take long to begin school and are mature and ready for marriage by the time they reach P5 and P6. For example, in Yumbe children go to school at 9-12. In Moyo a district official explained that late entry into primary is a factor for dropout. Net intake ratio for primary is 40% against a national of 90%.

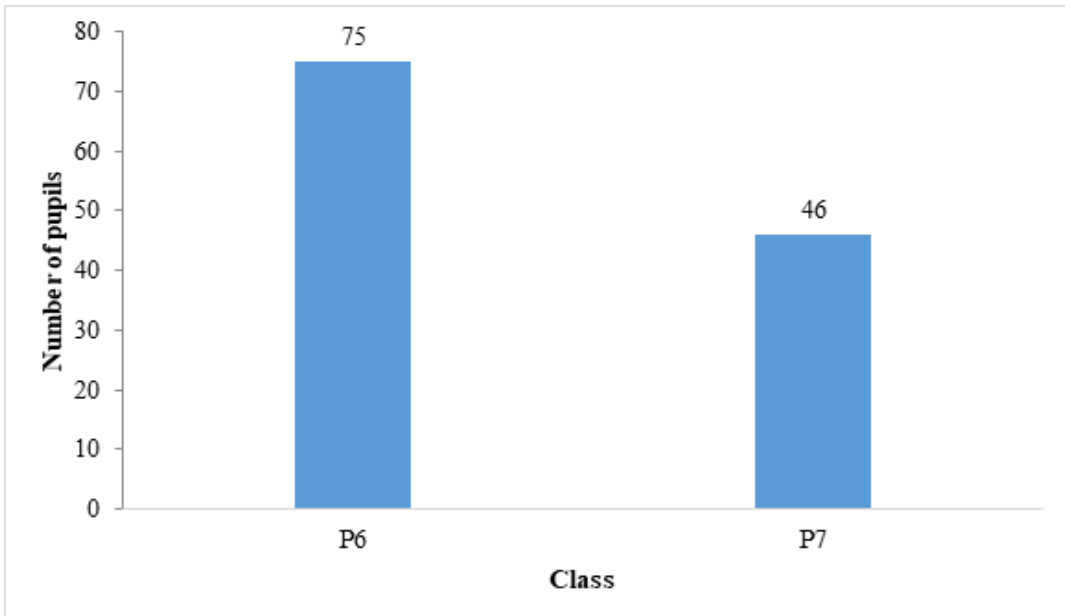
School dropout in Bududa is majorly related to the terrain. For example, Bukibumbi Primary School located in Bukibumbi Parish Bukalasi sub county experiences high dropout because of the location of the school. A teacher explained:

*“Rain is a major hindrance to access. When it rains, we have a stream that floods. This school is actually in between two streams. Nabulalo stream has a bridge but Ngame stream has no bridge, which is a threat. When it rains, children cannot come to school. The response we get from parents on mobilizing dropouts is that we shall give you children but when it rains they will not come to school.”*

### ***Policies by schools and district local governments***

In Apac District, completion is worsened by the council resolution of 2017 targeting head teachers whose schools register high numbers of PLE candidates Division U (ungraded). The punishment for such head teachers is to relieve them of their position of heading a school. The head teachers have responded by refusing to promote learners who may not pass PLE to P7. At Boke Primary School, Aketo Parish, Ibuje sub County Apac District, completion is a big challenge because of the practice forced repeating of classes. For example, in 2018, the school had 75 pupils in P.6 but in 2019, there are only 46 pupils in P.7

## Graph showing enrollment for Boke Primary School by class for 2018 and 2019



Source: Author's illustration

In some schools, especially at primary level, enrollment for lower classes is high but sharply drops in P.7, which poses challenges of completion. For example, at Keyo Primary School in Amuru District, there are big numbers in P4, P5 and P6 but in P.7 they drop by half.

## Enrollment at Keyo Primary School, Amuru District 2016 - 2018

KEYO PRIMARY SCHOOL PUPILS' ENROLMENT 2016			
CLASS	BOYS	GIRLS	TOTAL
P1	51	36	87
P2	45	38	83
P3	42	48	90
P4	84	80	164
P5	73	83	156
P6	57	84	141
P7	40	30	70
TOTAL	392	399	791

KEYO PIS PUPILS' ENROLMENT 2017			
CLASS	BOYS	GIRLS	TOTAL
P1	33	35	68
P2	34	28	62
P3	32	28	60
P4	66	64	130
P5	47	52	99
P6	41	39	80
P7	30	30	60
TOTAL	283	276	559

KEYO PIS ENROLMENT 2018			
	B	G	T
P1	42	29	71
P2	31	29	60
P3	29	31	60
P4	76	82	156
P5	45	48	93
P6	50	37	87
P7	40	25	65
TOTAL	313	281	594

In Moyo District, a district official also confirmed that repeating classes contributes to drop out. Most affected is P.4 because of the switch from thematic at P.5 curriculum. That is why the drop out is high at P.7.

### **Other factors**

A district official in Moyo noted that in 2018 they experienced drop out of many refugees partly due to curriculum. ***“They entered the schools and then left. They come from a different curriculum. For example, after S.3 they go to university. Their S.3 is our S.5. They do Geography of Arab world, History of Arab world and English is not well developed because they are from Arabic background. They do not have mastery of the language.”*** The schools in their country of origin had completely collapsed due to the rebellion. Teaching and learning in the settlement it is worse because they come from different ethnic backgrounds. “In lower classes you need translation because there is no uniform language. You get the dominant language and use teaching assistants.”

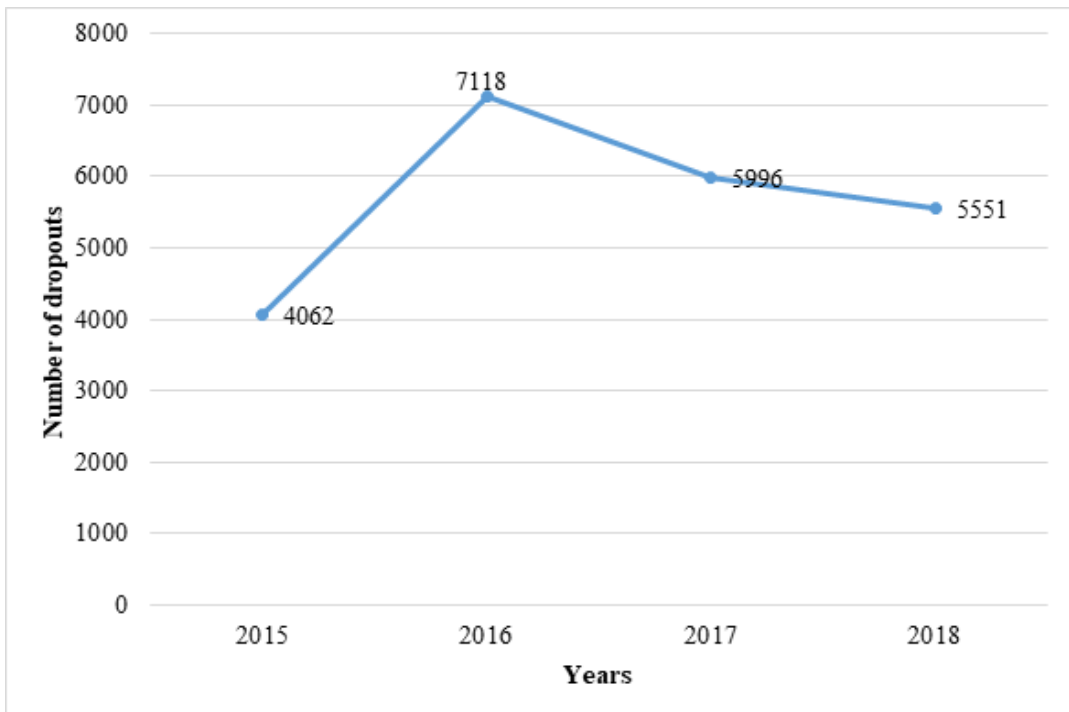
At Bukalasi Secondary School, in Bududa District, a teacher noted that the school does not capture data on children dropping out of the school but confirmed that there are children who transfer to other schools. He specifically mentioned that some relocated to Kiryandogo and Bulambuli districts due to landslides from 2015.

There are also cases of drop out triggered by mismanagement of the schools. There are number of seed schools built by government but struggling with low enrollment; they are operating below capacity. Examples include Purongo Seed School in Nwoya District, Keyo Secondary School in Amuru District. At Ayer Seed School, in Kole District, a teacher revealed that the school experienced many cases of dropout in 2016. ***“The community lost confidence and withdrew children when the head teacher was retired and the replacement was not well received. But the numbers are going up again.”***

In Amudat and Nakapiripirit, the nomadic nature of the community encourages school dropout due to seasonal migration.

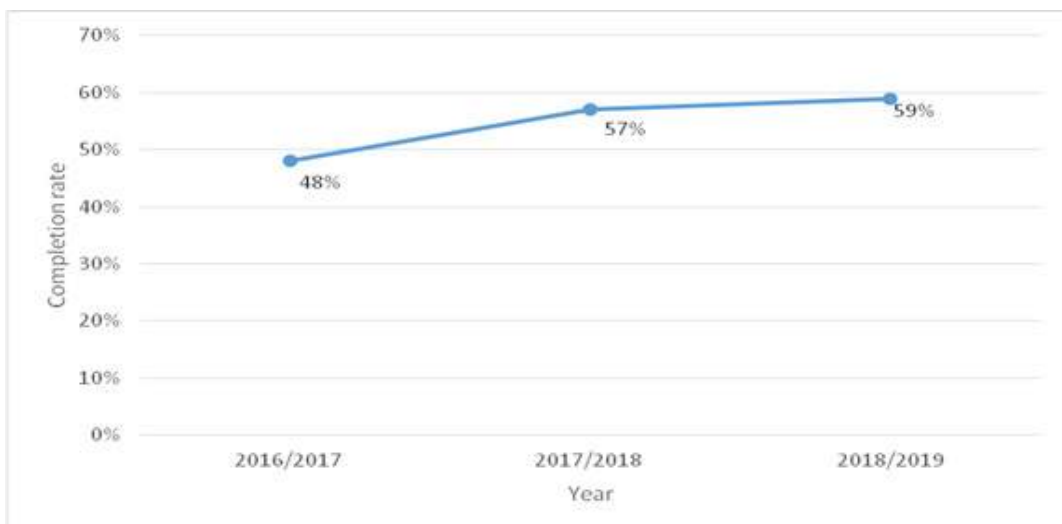
Below are examples of districts with some data on drop outs

**Graph showing dropout from 2015-2018 in Adjumani District**



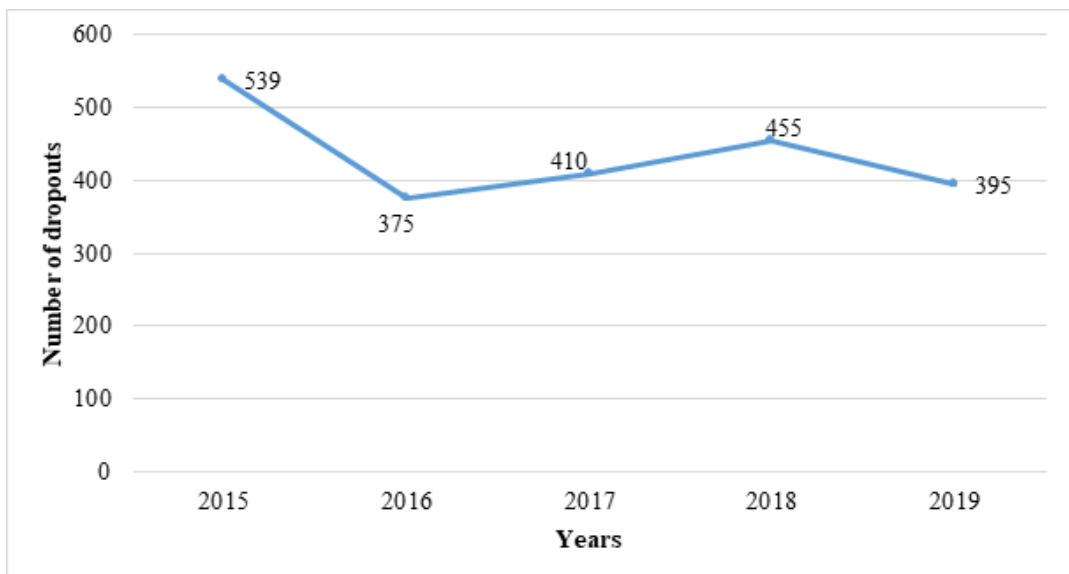
Source: Author's illustration

**Graph showing primary school completion rates in Apac District**



Source: Author's illustration

## Graph showing school dropout in Bududa District 2015-2018



Source: Author's illustration

### Inadequate data on school dropout

It is difficult to have accurate data at school level on children dropping out of school. For instance, a teacher at Pope Paul VI Secondary School in Anaka Town Council Nwoya District explained that the school has no data on children dropping out of this school because of what he termed as mobile students who change schools frequently to avoid paying fees and for other reasons. For example, we learnt that girls who have given birth feel uncomfortable returning to the same school but may not completely drop out.

The same sentiments were expressed by a teacher at Biyaya Secondary School in Adjumani District.

*“It takes long to realize who has actually dropped out of school and the reason because it is a day school, no boarding at all and learners are scattered in different areas, far and near. There is difference between absentee and dropout. Some learners can be absent for over a month. Some relocate and do not inform the school. It is not easy to track.”*

At Budiope Secondary School in Buyende District a teacher noted that ***“It is difficult. Some deliberately skip a term; others disappear for example due to pregnancy. I***

*have a parent who came in person and told me that his two children skipped the whole term because they had to do weeding.”*

#### 5.2.2.4 Staffing

***Target 4.c By 2030, substantially increase the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially least developed countries and small island developing States.***

According to an official with the Teacher/Instruction and Education and Training (TIET) department, the National Teacher Policy, which is close to being passed<sup>175</sup>, will address many of the institutional needs for teachers. For instance, the policy calls for creating a Teachers’ Regulatory Council as well as a National Institute of Teacher Education. The Teacher’s Regulatory Council will be responsible for regulatory functions within the teaching profession, and the institute will be a “training institution for capacity building.”

As far as efforts to remedy the problem of teacher absenteeism, which is at about 20%, the TIET official brought up the Global Partnership in Education (GPE) project Uganda Teachers and School Effective Project (UTSEP), which has a component that is currently tracking teachers’ presence in schools in order to raise accountability. The project also aims to empower head teachers to be more present at school and to supervise and manage teachers. She confirmed that many teachers do not have housing near to assigned schools, so when it rains, the teacher will not show up at school. She stated that the ministry now considers teacher houses as a priority and is planning to build staff houses. She explained, “It’s just a question of resources. Otherwise the plan is in place.”

When asked about the status of MoES’ objective to improve teacher recruitment, deployment and payroll management, the TIET official conceded that related problems are compounded in hard to reach areas, where teachers are unhappy, especially when their assignment separates them from their spouses or other family members. Consequently, the desirable areas of the country have too many teachers, and the less desirable and hard to reach areas have too few. Officials acknowledged that the national average of 53 teachers to every pupil might be misleading, since that average does not disaggregate by region. If those numbers were disaggregated by region, hard to reach areas would have ratios significantly poorer than 53:1. The new policy is supposed to address that concern.

175

The National Teacher Policy has since been approved by the Cabinet and is now a policy document



When discussing need for teachers in secondary schools, a MoES official stated that there are supposed to be 47,000 teachers for government secondary schools, but that there were currently only 25,000 on the payroll. Compounding the issue is the fact that MoES does not have a rational deployment formula to maximize the efficient use of the teachers they have. Lastly, this official mentioned the need for a policy of bonding teachers where they are deployed.

The field visits largely confirm the challenges and gaps identified in the key informant interviews with MoES officials.

**Table showing district staffing gaps at all levels**

District	staffing gap at Primary	staffing gap at Secondary	Gap for science teachers	District inspectorate staffing capacity
Nwoya	-	-	-	No IS, G&C
Amuru	36	15	-	No SNE, G&C, DEO ag
Kole	-	-	-	-
Apac	287	41	-	
Yumbe	6	66		NO SNE, DEO
Moyo	20	52		NO G&C
Adjumani	127	No data		One vacant post of SEO
Kibaale	94	72	26, 8 SNE	
Amudat	36	21		2/7 No EO, G&C, SNE, DEO ag.
Nakapiripirit				
Bududa	215	92	36	4/7. No SEO, SO, G&C
Buyende	293	80	32, SNE8	No SO, G&C, SNE
Buvuma	-	-	-	

IS – Inspector of Schools, G&C – Guidance and Counseling Officer, SEO – Senior Education Officer, SO – Sports Officer

In all the districts where data is available, there are large staffing gaps, both for teachers and district education department officers. In Buyende, a district official decried the general understaffing for science teachers. ***“Science teachers! Too bad, worst hit school is Baligeya Memorial in Nkoodo Sub County where the whole school has no single science teacher on Government payroll, and is using a privately contracted teacher. Schools are sharing teachers.”***

He noted that at the district level, all positions for the inspectorate are filled, but hastened to add that even with all inspectorate positions filled, they can't effectively supervise all the 195 primary schools and the 25 secondary schools. The district has no sports officer, no guidance and counseling, no SNE officer.

In Amudat District education department, much as the structure provides for seven officers, there are only two officers in place, a senior inspector of schools and DEO in acting capacity. Adjumani has two inspectors, an inspector of schools and senior inspector of schools to inspect over 200 education institutions, 121 primary schools, 110 ECD centres, 20 secondary schools and 24 accelerated learning centres. The district has an SNE officer, an officer in charge of guidance and counselling and a sports officer. Moyo has an inspector of schools for each of the two counties and a senior inspector of schools; however, it also has nine associate assessors (retired head teachers and CCTs) when conducting inspection. The associate assessors are trained by the Directorate of Education Standards (DES). The district has only one gap in education department of the education officer for guidance and counseling.

Table showing staffing at primary school level for the schools visited

School	Staff ceiling	Teachers in post	Staffing gap	Staffing Capacity (%)
Anaka P7 School	39	29	10	74.4
Purongo Hill Primary School	16	12	4	75.0
Otwee Public School	29	17	12	58.6
Keyo Primary school	15	12	3	80.0
Omuge P7 School	29	26	3	89.7
Akalo Primary School				
Boke Primary School			6	
Awila Primary School	30	20	10	66.7
Limidia Primary School	19	14	5	73.7
Lukutua Primary School	29	20	9	69.0
Chinyi Primary School	27	10	17	37.0
Moyo Girls Primary School	11	11	0	100.0
Mijale Primary School	9	8		88.9
Onigo Primary School	20	18	2	90.0
Kisaalizi Primary School	13	11	2	84.6
St. Lwanga Kikaada Primary School	10	8	2	80.0
Lokales Primary School	10	6	4	60.0
Kalas Girls School	17	14	3	82.4
Namorotot Primary School	12	12	0	100.0
St Marys Girls Primary School	22	16	6	72.7
Bukibumbi Primary School	12	6	6	50.0
St. Kaloli Lwanga Buwali Primary School	18	14	4	77.8
Busiyu SDA Primary School	11	6	5	54.5
Gumpi Primary School	22	14	8	63.6
Namakeba Primary School	15	4	9	26.7
Kitiko Primary School				
Namatale Primary School				

Source: Author's illustration

Table showing staffing at secondary level for the schools visited

School	Teacher ceiling	Teachers in post	staffing gap	% staffing
<b>Pope Paul VI SS</b>			14	
<b>Purongo Seed SS</b>	21	15	6	71.4
<b>Keyo SS</b>		15	10	
<b>Akalo SS</b>	35	15	20	42.9
<b>Ayer Seed SS</b>		20		
<b>Chegere SS</b>	22	9	13	40.9
<b>Yumbe SS</b>	22	14	8	63.6
<b>Kuru SS</b>	26	12	14	46.2
<b>Itula SS</b>	62	9	53	14.5
<b>Moyo Secondary School</b>	50	20	30	40.0
<b>Adjumani SS</b>	37	12	25	32.4
<b>Biyaya SS</b>	50	15	35	30.0
<b>Kisaalizi Parents SS</b>	21	21	0	100.0
<b>Buyanja SS</b>	28	14	14	50.0
<b>Pokot Seed Girls SS</b>	29	26	3	89.7
<b>Pokot SS</b>	27	7	20	25.9
<b>Nakapiripirit Seed School</b>	21	5	16	23.8
<b>Namalu Seed School</b>		4		
<b>Bukalasi SS</b>	26	11	15	42.3
<b>Bududa SS</b>	70	22	48	31.4
<b>Shitumi Seed School</b>	28	4	24	14.3
<b>St Peters SS Namulikya</b>	21	12	9	57.1
<b>Budiope SS</b>	35	13	22	37.1
<b>Buvuma College</b>				
<b>Nairambi Seed School*</b>				

\*Teachers yet to be recruited. It is a newly constructed school

Source: Author's illustration

At the secondary level, schools experience much bigger staffing gaps. Among the schools visited, only one school, Kisaalizi Secondary School in Kibaale District, was fully staffed. The school has 21 teachers on the government payroll against a ceiling of 21.<sup>176</sup> For the rest of the districts visited, the staffing gaps are big, especially for the science subjects. Districts in hard to reach areas such as Amudat and Nakapiripirit are the worst hit. For example, Nakapiripirit has only one science teacher on the government payroll.

<sup>176</sup> It is one of the 100 community secondary schools that were Government grant-aided in FY2018/19 and given between 21 to 27 teachers.

In an interview, a teacher at Nakapiripirit Seed School, revealed that the school has five teachers on government payroll against a ceiling of 21. The school has only one science teacher for physics and mathematics and only one female teacher on pay roll.

The school relies on part time teachers recruited by the PTA but some of them are not trained or qualified teachers.

*“For biology, chemistry, and agriculture the school uses S.6 leavers. Even the S.6 leavers leave when the results come back, they cannot stay because the money is too little. I got a teacher from Kampala who is qualified, he agreed to come and teach two weeks in a month but he has been away for three weeks now. I pay him 150,000shs, to make sure that he is around. I convinced him that soon the ministry will come and recruit teachers on ground. Others are surviving on promises. The Permanent Secretary wrote a circular that we are not supposed to use USE funds to pay teachers unless there is written permission from him. So we are going to write to the PS because we had a board meeting. Here without that money we cannot maintain the 8 teachers not on the payroll and the school has to function.”*

The situation for Namalu Seed School is not any different. Namalu Seed School has only four teachers on government payroll and they are all male. One of the four, the science teacher for biology and chemistry, is a complete drunkard according to officials at the district. The rest 15 (10 males and 5 females) are on PTA payroll.

In Amudat District, at Pokot Girls Seed School, a teacher noted that the biggest challenge with staffing is that teachers are transferred by the Ministry without replacement. He called for an increase of the hard to reach allowance from 30% to 40%. At Pokot SS, a staff member noted that they have only seven teachers on the government payroll and another five paid locally from the PTA funds. ***“Teachers are a challenge for us. The science teachers are few. We are really understaffed. 12 teachers teaching from S.1 to S6 is really overloading.”***

In Bududa District, though not classified as hard to reach, some schools are experiencing a critical staffing gap. A case in point is Shitumi Seed School. The school has only four teachers including the head teacher on the government payroll against a staff ceiling of 28 teachers. A teacher explained that the school was fully staffed when it became granted aided in 2007/2008 with all 28 teachers but some sought and got transfers to other schools because of hard conditions. ***Out of the initial 28 teachers, only 3 have remained. No replacement has been effected. The school has one science teacher on payroll who teaches biology and chemistry. A teacher explained thus: “Out of***

*the four teachers on payroll, one is retiring this year in June, and one is on sick leave. Out of the 12 PTA teachers, six are qualified. Two are S6 leavers and four are qualified in different areas at diploma level. For example, the one who teaches physics is a UMEME technician, the one of Math is a S6 leaver. We pay each of them 130,000 a month.”*

A teacher said the biggest challenge for this school is teachers. *“When they transfer people here, they stop at the gate, look at the school and go away. In 2016 a Deputy Head Teacher was transferred here from Busoga (Bubinga High School in Iganga). He came on a weekend, inspected the school and left and went to the ministry to appeal against the transfer. He called me and said he was not going to report for duty because the school is hard to reach. I was also planning to run away but was blocked by the district officials. There is a time the school had 6 head teachers in a space of 3 years. One lasted for two weeks.”*

In Moyo District, at Moyo SS, a teacher said that the gap is more serious in science subjects. She said that teachers come and hardly stay for two years. Attracting and retaining teachers is a problem. Moyo district is not categorized as hard to reach yet the neighboring districts like Yumbe and Adjumani, which are even near to Kampala, are considered hard to reach. Moyo SS has one biology teacher, two physics teachers, two mathematics teachers, and two chemistry teachers. At Adjumani SSI Adjumani District, a teacher noted:

*“We have a big staffing gap. Even the PTA teachers are not paid monthly. Now it is April but we just paid them only January. School has only 2 math teachers, same for biology and chemistry, physics is 2 – substantially one because one has mental health issues.”*

At Buyanja Secondary School in Kibaale District, a teacher explained the reasoning behind the staffing gap: *“There is a myth that Kibaale is a very difficult place to work in, the local community is not receptive of people from outside, so when people come here they easily give up. Also teachers come here, to access the payroll and transfer to areas of interest or where they feel comfortable. We are supposed to be 28 teachers but now we are only 14. We were forced to scale down the subjects to only 11. For instance, the school does not have an English teacher on the payroll.”*

However, this teacher noted that the school is doing very well in terms of science teachers. *“With sciences I am comfortable, my school is unique. All of them are born here, they come from their own homes, that is what has helped us to retain science teachers.”*

In the refugee hosting areas, development partners have provided teachers to supplement the ones on the Government payroll. For example, at Itula Secondary School in Moyo District, Finn Church Aid pays for 19 teachers.

Clearly, the large staffing gaps, especially at secondary, are a major hindrance to equitable provision of quality education. Given such a situation, it should not surprise anybody that the national failure rate averages in mathematics and sciences subjects in UCE are above 50%.

**Table showing the Failure rate in UCE Mathematics and Science Subjects**

Subject	2015	2016	2017	2019	Average
Physics	58.3%	68.1%	59.6%	48.3%	58.6%
Chemistry	57.2%	59.9%	40.9%	53.5%	52.9%
Biology	59.3%	54.9%	44.5%	46.5%	51.3%

Source: MoES Report of Taskforce on PLE, UCE and UACE Performance 2016-2018

#### 5.2.2.5 Facilities and infrastructure

***Target 4.a Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environment for all***

When asked whether MoES was meeting targets for the construction of new schools, officials were hesitant to provide a definitive answer, stating, “That depends on availability of resources from the Ministry of Finance.” When asked about the status of the Safe Water Infrastructure Plan, and whether it was meeting its annual targets, MoES officials stated MoES was “still struggling to meet the planned targets.” Another official said that proper enforcement of the WASH program was an issue, such as in the purchasing and provision of soap for washing. He explained that schools have containers and filters for drinking water but sometimes these were lacking. Officials stated that 5 years ago there was an average of 70 pupils per stance, whereas the ideal is 40/1. The ratio has now improved very slightly to 68/1, but “resources are still very meager.” When asked if they were receiving less funding than expected, one MoES official stated they were, due to budget cuts, and MoES was receiving reduced allocations. In fact, in the coming year, the official believed MoES’ budget would be reduced from approximately 11% of the national budget to 10.5%.

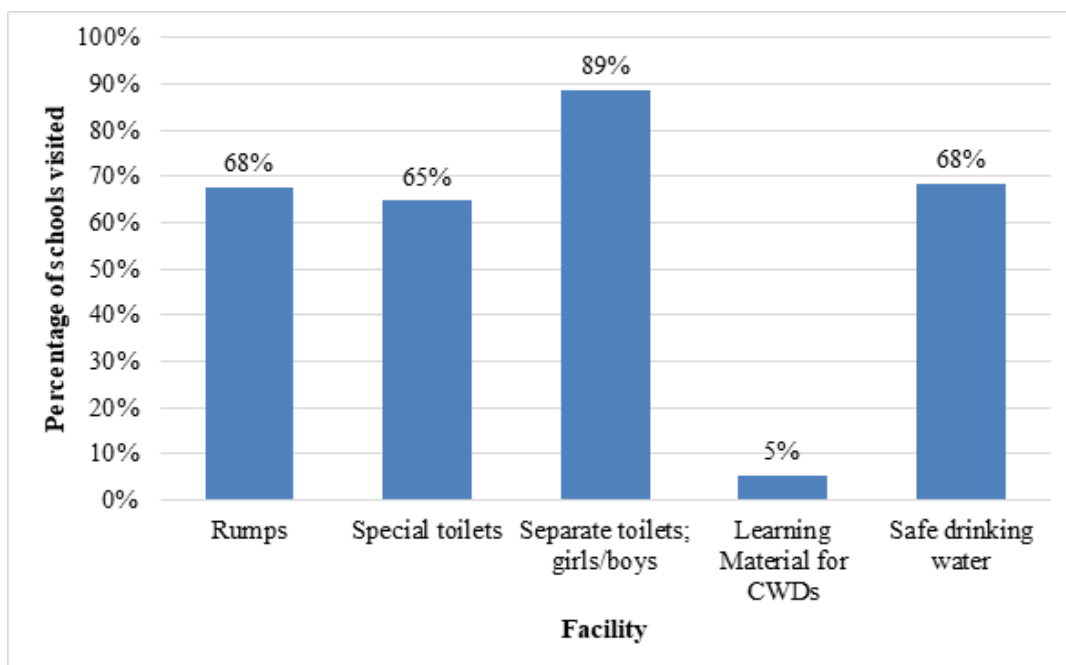
Officials acknowledged challenges in the construction of teacher housing, stating there were insufficient resources to place a teacher's house at every school. It was agreed that some areas do not have teachers hailing from those areas, so almost any teacher assigned to these regions needed housing. Some officials shifted some of the responsibility to the communities, stating that the parents in these communities misunderstood the policy, wrongly believing that it was not incumbent on them to contribute anything themselves to provide for the accommodations of these teachers.

There was general agreement among MoES officials that the maintenance and rehabilitation of existing schools was sadly neglected. One official mentioned that there is an emergency construction program which rehabilitates old structures and also responds to emergencies. On average, the fund constructs and repairs over 50 schools in a fiscal year, depending on Ministry of Finance resources. One official acknowledged that it would be better to separate emergency funds from renovation, maintenance and rehabilitation funds. Another official stated that approved budgets rarely include funds set aside for maintenance. In his estimation, budgets should set aside approximately 4% of funds for maintenance, but that is rarely the case.

The challenges identified by MoES officials on infrastructure in schools were easily evident during the field visits. Analysis of provision of education facilities that are sensitive to the needs of all children, whether they are inclusive and provide a safe and effective learning environment reveals a mixed picture. While in general almost 90% of the schools visited have separate latrines for boys and girls, almost 70% have ramps and safe drinking water, only 65% have special toilets for special needs learners. Similarly, in all the schools that do not have special SNE annexes, there is no provision of SNE learning materials which could support inclusive education. None of the primary schools has computers and internet for pedagogical purposes.



**Graph showing provision for infrastructure facilities at the schools visited**



*Source: Author's illustration*

**Table showing the different infrastructure ratios at the districts visited**

District	Latrine to pupil	Desk to pupil	Classroom to pupil	Staff house to Teacher
<b>Yumbe</b>	1:65	1:6	1:90	
<b>Moyo</b>	1:78	1:4		
<b>Adjumani</b>	1:87	1:9	1:100	1:4.
<b>Amudat</b>	1:59	1:8	1:85	1:7
<b>Nakapiripirit</b>	1:60	1:6	1:60	1:7
<b>Bududa</b>	1: 86	1:6	1:98	
<b>Buyende</b>	1:126	1:9	1:130	
<b>Kibaale</b>	1:44	1:5	1:113	1:16
<b>Amuru</b>	1:65	1:6	1:75	1:20
<b>Apac</b>	1:81		1:79	

*Source: Author's illustration*

Under this target, among the districts and schools visited, the ones in northern Uganda seemed to be doing better in terms of provision of basic infrastructure to support effective learning. For in stance in Nwoya, a district official noted that Nwoya is

generally not badly off as it is a beneficiary of the Northern Uganda Social Action Fund (NUSAF) and the Peace Recovery and Development Plan (PRDP) projects and there are many development partners working for post war recovery in the area (post war efforts).

Purongo Hill Primary School in Nwoya District has tap water and a borehole within the school compound, has provision for solar energy, ramps for easy access, special latrines for children with disabilities, separate latrines for boys and girls, and functional hand washing facilities. The desk pupil ratio is 3:1 for most of the classes except P.4 which has ratio of 4:1. At Pope Paul Secondary School still in Nwoya District, the school has everything in excess. The school infrastructure is fairly new. The school has a computer laboratory, science laboratory and library.

Keyo Secondary School in Amuru District is a beneficiary of World Bank funding in terms of construction of buildings. The school has enough good infrastructure beyond the current enrollment. All the new blocks have ramps. The school has computers though not being used since last year (2018). The school has a chemistry and physics laboratories. The school has water (borehole) within the school compound.

In Amuru District, a district official noted that generally the latrine pupil ratio is 65:1 desk pupil ratio is 1:6, and classroom pupil ration is 1:75. The desk pupil ratio is high in some schools like Otwee Public School located in the Town Council because of the high enrollment. The current enrolment here is 1,432 (727 boys and 715 girls). The desk - pupil ratio is 1:6 but learners in lower classes i.e. P.1 to P.4 sit on the floor. However, the school has staff quarters of eight blocks of 2 units each and accommodates 16 teachers.

Still in Amuru District, at Keyo Primary School, there is provision for special latrines for children with special needs; one for boys and one for girls. The challenge is that the latrines for children with special needs are open to general use and as a result rather dirty. The school is also not fenced so the community from nearby trading centre uses the school's latrines.

For Chegere Secondary School in Apac District, there is provision for separate latrines for boys and girls but no separate latrine for students with disabilities. The school has a borehole within school compound but no functional hand washing facilities. The school is not fenced, open in all directions and yet it is a boarding school. Staff quarters is a serious challenge. The school has only two houses housing three teachers, the rest the school is renting for them at the trading centre.

In Yumbe District, some of the schools visited like Limidia Primary school are in dire need of basic infrastructure. This school is in desperate need of latrines. The boy's latrines are full and should not be in use because they are a health hazard. The hand washing facility is improvised but inadequate and mainly for staff. The school has an alarming latrine – pupil ratio of 1:135. The school has no permanent structure for staff, a few grass thatched huts. The desk – pupil ratio is 1:8, the school has 137 desks. P.1 and P.2 do not have desks, learners sit on the floor. P.1 has 275 learners and they all sit on the floor. The UN Refugee Agency - UNHCR under the rehope programme constructed a three classroom block in 2017/2018 but did not provide furniture. The school has no fence. The learning environment is unfriendly with inadequacies in most aspects and children do not have provision for midday meals.

Lukutua Primary School still in Yumbe District, the facilities are grossly inadequate given the current enrollment of 1,672 learners. There is urgent need to provide more classrooms, latrines and build staff houses. The latrine–pupil ratio is 1:134. The latrines were built by the Norwegian Refugee Council. Desk –pupil ratio is 1:7, but learners in P.1 and P.2 sit on the floor. The classroom –pupil ratio is 1:178 however, two of the classrooms are used as dormitories, even when there is over-crowding. Boarding facility for P.7 is in bad shape, door broken and ventilation inadequate. All learners sleep on the floor. All P.7 learners are boarders. The creation of a boarding section using two of the already inadequate classrooms should be discouraged until appropriately planned for.

Safe drinking water sometimes available within the school but very irregular, and piped water is available for about 3 days a week. Hand washing facilities are provided but are hardly functional due to water scarcity. The borehole is 1km away.

At Chinyi Primary School in Moyo District the UNHCR and affiliated organizations are providing basic facilities but more classrooms (at least 4) are required. The school is experiencing severe shortage of staff houses. Some classes are conducted under trees.

In Adjumani District, Adjumani Secondary School has adequate facilities in excess of the current enrollment (Nationals 249 Refugees 13). The latrine to pupil ratio is 1:12 (18 latrine stances in total), desk - pupil ratio is 1:2 (102 functional desks), 16 classrooms, five laboratories and library. However, supervision of teaching and learning needs to improve in order to increase enrollment and improve performance.

Furthermore, Onigo Primary School in Adjumani District has a critical need for latrines. The ratio is 1:110. There are 8 latrine stances (4 for boys and 4 for girls). Staff do not have latrines. They go back to the staff quarters. The school infrastructure is not disability friendly. There are no ramps on the classroom blocks and administration block.

There is also urgent need for more staff houses, currently there are and two blocks of 2 units each, one block for males and one for females.

Amudat District is in a better position when it comes to latrines and staff quarters because of the support being received from NGOs. The latrine - pupil ratio is 1:59. However, the district is experiencing a shortage of desks. The desk pupil ratio is 1:8. In some schools, the learners in lower classes i.e nursery to P.5 sit on the floor. Examples of such schools include Lokales Primary School located in Lokales Parish, Karita sub county and Cheptapoyo Primary School also in Karita. In these schools, at least two classes do not have desks at all.

In Amudat District, Kalas Girls School located in Amudat Town Council is a model school with a conducive environment for learning. Well above average facilities for current enrollment of 513, a decent library, Senior Woman Teacher's office, safe space changing room. The teacher – staff quarter ratio is 1:1, 10 units in permanent structure for 12 teachers. Sisters live in the Coventry. The latrine to pupil ratio is 1:50. They have 10 stances. A bio gas latrine was constructed but failed to work. Kalas is an above average school, a lot of infrastructure provided by both government and NGOs. The only challenge is access to water especially during prolonged drought, the boreholes dry. Children have to go to the river, which is 1km from the school. The river is called Kanyangale.

Lokales Primary School in Amudat District also has adequate infrastructure but no proper maintenance for SNE facilities. Though there is provision for example of ramps on majority of blocks, these are damaged and unusable on 4 out of the 6 blocks. The school has special separate latrines for children with disabilities (4 stances) but used generally and in a poor state, dirty, soiled.

Still in Amudat District, Pokot Seed Girls School is experiencing a severe lack of basic infrastructure. However, the school is earmarked for major construction as a seed school and this should address the infrastructure challenges. With an enrollment of 224 (115 boys and 109 girls), the school has only a 4 stance latrine for girls and none for boys, they use the bush. There is no coverage for SNE at all. The classroom pupil ratio is 1:58, 4 classrooms in 2 permanent blocks, but 3 classrooms were converted into girl's dormitories. The school has three improvised classrooms with two are in mud and wattle without doors and windows. Teacher – staff quarter ratio is 10:1. The school has a two-unit staff house but used as offices, laboratory, store as well as library. Currently the learning environment is severely constrained.

At Pokot Secondary School, still in Amudat District, the infrastructure is adequate but there is poor maintenance of facilities and general despondence of staff. The school has three laboratories (chemistry, physics and biology) equipped but poorly maintained, very dirty, stained, test tubes are not cleaned after use and seem not to have been used for months. The school also has a library and enough classrooms. The challenge remains with staff housing.

However, inspite of adequate infrastructure, no real teaching/learning taking place. The school has fairly adequate facilities but the staff is too despondent and there is no motivation for effective teaching and learning. The head teachers and education department need to improve supervision of teaching and learning.

Nakapiripirit Seed School in Nakapiripirit District, with current enrollment of 296 (boys 187 and girls 119) faces severe lack of basic infrastructure especially latrines. The learning environment is poor with classrooms doubling as dormitories, no bathing facilities, no fence, almost non-existent latrines. The girls and boys dormitories too close to each other without a barrier and without a teacher at night. The latrine –pupil ratio is 1:98- 3 stances on one block, one meant for SNE is used by girls; very dirty and soiled. SNE rump damaged and unusable. Desk-pupil ratio is 1:4, classroom –pupil ratio is 1:74. The school has 4 classrooms which double as dormitories at night (for boys). The school is on 65 acres, but not fenced. The school is earmarked for a major construction project and the contractor has been procured but there is need to fast track this process.

Namalu Seed Secondary School is located in Lolegae Sub County, Nakapiripirit District. The school has fairly adequate facilities, decent laboratories, computer laboratory with 8 computers working. However, the severe lack of teachers that was noted earlier undermines everything else. Another challenge for the school is access to water. The school is on 48 acres but there is no single water source, there is a one borehole outside of the school fence. It is about a 1KM away, it is in the valley. One has to climb a hill. Rain water is not reliable because it can take about three months without rain. To a girl child, it is not favourable.

At Namorotot Primary School located in Namorotot Parish, Kakomongole sub County, Nakapiripirit District, has a challenge of inadequate desks (1:31) and latrines (1:71). The head teacher said they don't have desks but the local government has promised 70 desks, procurement is in process, already signed contract. Learners from P.1- P.6 sit on the floor.

However, the school is doing very well on menstrual hygiene management, School has a changing room for girls and it is equipped with emergency sanitary towels. Learners are trained how to make reusable pads. The school is also weak on SNE. The school also has nine girls in P7 as boarders, they sleep in a classroom and have to keep on shifting stuff.

The Inadequate sitting facilities, latrines and SNE provision compromises effective learning. SNE, there is no reasonable accommodation. If latrines are provided, restrict the use for only SNE learners' not general use. Structures must provide for rumps.

St. Mary's Girls' Primary School is a model school in the Nakapiripirit District and the Karamoja region at large. Current enrollment is 959 (boys 421, girls 538). All the buildings were put up by the missionaries at the start of the school in 1988 except for one SFG building. However, the high enrollment is straining the limited facilities especially latrines. Latrines is an emergency. Ratio is 1:100. Classrooms are also not enough. There is effective supervision of teaching and learning in spite of the constrained facilities. The LG and MoES should support and promote the school as a model. The school is performing well in spite of the constraints and should be effectively supported by both LG and MoES to do even better.

Generally, Bududa District has inadequate latrine facilities with a latrine pupil ratio of 1:86, inadequate desks (desk pupil ratio is 1:6). Only 8 primary schools have staff houses. For instance, Bukibumbi Primary School is located in Bukibumbi Parish, Bukalasi Sub County in Bududa District has severe lack of facilities even for the fluctuating enrolment. The classrooms are inadequate. The school has three classrooms in a permanent structure, two of which were divided to serve 2 classes each (P1/P3, P2/P6). The two other classrooms are constructed with mud and wattle structure.

Notably, there is no staff house at all at this school. The school has no safe water for drinking, spring water is ½ a km away and one has to climb a steep hill. The children end up drinking water from the stream. For SNE, ramps for easy access not provided and the steep and rugged terrain makes it almost impossible for say a wheel chair. Special separate latrines or toilets for children with disabilities are provided but used generally and there are no ramps to ease access for CWDs.

Bukalasi Secondary School located in Bukalasi Sub County, Bududa District also has no staff houses. The school has no ramps, and it was explained that this is due to the difficult terrain. However, the school has good provision for menstrual hygiene management. There are four stances for girls and a special washing room with piped water. Safe drinking water is available within the school in the form of piped gravitation

water. There is a river about 500m away and rain water harvesting is also provided for. There is also provision for hand washing facility.

Like all the other schools in Bududa District mentioned above, St. Kaloli Lwanga Buwali Primary School has no staff house, not even for the head teacher. All teachers come from outside. A two-unit block is being constructed by parents. Apart from lack of teachers houses and provision for SNE, the school has basic facilities. Desk – pupil ratio is 1:3. Generally there is effective school management and supervision of teaching and learning. The school ranks top in the district.

Bududa Secondary School also has no staff housing. The school has basic infrastructure in place but is constrained by high enrollment. Current enrollment is 1,624 (boys 841, girls 783). There is need for a library, more laboratories, computer laboratory expansion and equipment, more latrines and classrooms. Although government built 12 classrooms and two laboratories under APL1, there is need for more infrastructure. SNE provision needs to improve given the difficult terrain. Special Separate latrines for children with disabilities available with 1 stance for girls and 1 for boys with ramps, but without handle bars, locked and used only by children with disabilities. Access to water is by gravity flow taps in school but unreliable, there is also rain water harvesting provision. The school is safe and secure fence (wire mesh and hedge) and a manned gate preventing students from getting out without permission.

In Buyende District generally, many schools are in dire need of infrastructure. Apart from Busiyu SDA where classes are combined, a district official said there are seven other schools with only one classroom block of three classes. These include St Paul Mpunde in Butukula Parish in Kagulu sub county, Bupioko Primary School and Kyankoole Primary school in Bukungu Parish in Kidera sub county, Mirengeizo Primary School in Nduudu Parish Kidera Sub county and Kasaala primary school Ntaala parish in Kidera sub county.

Buyende District general standing on Latrine–pupil ratio is 1:126, desk–pupil ratio 1:9, classroom–pupil ratio 1:130. Busiyu SDA Primary School is located in Kagulu Parish, Kagulu Sub County, Buyende has a newly constructed three classroom block that includes an office and a store. It was constructed in the FY 2018/2019 using SFG funds. Because of the inadequacies of classrooms, classes are taught in shifts. For example, P.6 and P.5 share a classroom, when the teacher of P.6 is teaching, P.5 will be silent with an activity. The same happens to the other, learners are given an activity that does not involve talking. The intervals are 40 minutes. P.3 and P.4 in one classroom, and P.1 and P.2 in one classroom. Teachers use the store as a staffroom but when it gets hot they relocate to under a tree. Before the new classroom block was constructed, they had a grass thatched structure but it collapsed, some classes were conducted under



trees. Whenever it would rain, no studies, they all converge in the church. For the store, a parent had offered a room in his house to keep books and other materials for the school 500Ms away.

At this school, the latrine – pupil ratio is 1:114. The school has two stances a piece, one for SNE but used by staff. The desk – pupil ratio 1:12, the school has 36 three sitter desks, P.1 and nursery sit on the floor. The school has no single staff house.

Gumpi Primary School in Buyende District has inadequate facilities for the high enrollment (current enrollment is 1158, 546 boys and 612 girls, though daily attendance is low. The latrines are severely inadequate with a latrine – pupil ratio of 1:290. The school has two latrines with four stances. The desk – pupil ratio is 1:13, the school has 86 desks (4 sitters, in some classes up to 8 pupils on one desk). Learners in P.1 and some in P.2, P.3 sit on the floor which is very rough and dusty. The school has 10 classrooms in permanent structures, three converted into dormitories.

The school does not have a staffroom, when it rains they seek shelter in classrooms, or church or squeeze in the head teacher's office. There is no attention paid to SNE. The school has no fence and experiences invasion by animals and theft of fire wood. Gumpi Primary School has strained infrastructure and facilities where over six pupils share one desk. Introduction of boarding constrains the classroom capacity. Attendance compared to enrollment is very poor, indicating either high levels of absenteeism or falsification of enrollment or both. The school needs local government and MoES to construct latrines, classes and staff houses.

Since grant aiding 10 years ago, St Peters Secondary School Namulikya in Bugaya Sub County, Buyende District has no single structure by Government or Local Government. There is an urgent need for laboratories and latrines. Latrine – pupil ratio is 1:108, with staff using a condemned latrine. The lack of laboratories and poor supervision of teachers means that no effective teaching and learning is taking place. The school fence is still under construction and animals use compound for grazing.

Budiope Secondary school in Buyende District too does not have a single staff house but parents are constructing two units. The lack of staff houses limits teachers time on task as they commute from town and do not come on all days. LG and MoES should make this a priority.

In Kibaale District the general standing on Latrine – pupil ratio is 1:44 at primary level, desk pupil ratio is 1:5 while the classroom – pupil ratio 1:113. Total number of staff quarters are 29 and teachers on payroll are 454. For instance, at Kisaalizi Primary school, the latrine – pupil ratio at 1:35 is ok but the majority of the latrines are old and almost full. Physical accessibility for children with disabilities is also a challenge. There



are ramps on two blocks only but difficult to access due to rugged terrain and poor maintenance. There is no provision for separate latrines for children with disabilities. The difficult terrain and lack of provision of SNE learners renders inclusive education impossible. The school has no fence and the school compound is used for grazing cattle. There is need to secure the school compound for safety and security. The hilly and rugged terrain requires particular planning to ensure adequate provision for SNE learners. Being a rather old school, most buildings are ageing and require increased maintenance or replacement.

Kisaalizi Secondary School still in Kibaale District lacks basic infrastructure and needs a comprehensive development plan. The school does not have laboratories and a library. The latrines are not accessible for children with disabilities and are filling up. There are no staff houses and provision for rentals in the area. The school has no fence, vulnerable to intrusion by wrong element. The school needs a comprehensive infrastructure development plan, preferably a government project to construct classes etc. after the grant aiding. Laboratories and staff houses are the priority.

Namakeba Primary School in Buvuma District is in a crisis because the school environment is not conducive at all for learning. The school has no latrine at all, learners use the bushes, and there are no proper classrooms. The school has one risky structure of mud and wattle with two rooms. One of about 7x4 metres shared by P.6 and P.7 where teachers teach in turns, one class having to wait as the teacher of the other class explains a concept or leads a discussion. When one class is on a more interesting topic, the other join in and abandons theirs. All the other classes are under trees. At night the fishing community uses the rooms for sex and used condoms are left behind. The school lacks all basic infrastructure and is surrounded by a very busy fishing community which criss crosses the compound making it impossible for effective teaching and learning.

A teacher stated:

*“Whether you get annoyed or depressed, it is not a solution. I only pray to God not to get an epidemic disease like cholera. The school compound serves as a latrine at night for the school children and community. Teachers also do not have a latrine, they use the bush. An individual constructed a commercial latrine nearby and asked teachers to pay 10,000 shs a month each to use it but they declined saying it is too expensive. We pleaded to pay 5,000shs per teacher but he refused. It is too much money, in a year one is paying 120,000shs.”*

A teacher who has been here for three years explained: ***“If I am not here children will not learn. Who will be here? Sometimes we laugh out of frustration. One teacher absconded, he couldn’t stay here. When it rains it is a big challenge, the children go back home because there is no shelter at school that can accommodate them. Children stay at home because of the learning environment but there are many children who need to be in school. If we had facilities, population would be over 1,000 learners.”*** Current enrollment for 2019 is 314 males and 285 females making a total of 599.

The School has no fence and is located within a busy area with activities like Mukene (small silver fish) drying, trading centre and landing site. The school was coded in 2017. Children who finish P7 here have to go to Buvuma College 15kms away to access secondary education. There is an urgent need for construction of the school given the high population and the emergency health situation of no latrines. The research team was told that it is not possible for the school or community to construct latrines due to shifting soils. No staff quarters. Teachers conduct all classes under the tree but learners’ attention is constantly disrupted by the hustle and bustle of the community and trekking about 1/3 a km to the bush for long calls.

There is a proposal to shift the school from its current location, which is also National Forest Authority land but this may lead to drop out as the parents are not very keen on education and may not support their children moving longer distances. It is critical that MoES, MoH and LG take this up as an emergency situation to construct a proper school and sanitation amenities. Government should also degazette the land to provide for construction of permanent structures.

A district official confirmed that Buvuma District has six other schools in similar condition as Namakeba Primary School.

A number of secondary schools visited have benefitted from different projects, either by GoU (APL<sub>1</sub> and ADB I) or EDPs e.g. Irish Aid. Keyo Secondary School in Amuru District is a beneficiary of World Bank funded construction of school infrastructure under the APL<sub>1</sub> Project. The school has more than adequate infrastructure for the current enrollment. The school has computers though not being used since last year (2018). The school has a chemistry and physics laboratories and learner have access to safe water through a borehole within the school compound. However, Chegere Secondary School in Apac District is faced with limited basic infrastructure even when it benefitted from APL<sub>1</sub> project because the project management, which followed local procurement model, was mismanaged. A two-classroom block remains incomplete, having reached only wall plate level. Staff houses are a serious challenge. The school has only two houses occupied by three of the teachers. There are no separate latrines for students with disabilities.

In Adjumani District, Adjumani Secondary School has adequate facilities in excess of the current enrollment (Nationals 249 Refugees 13). The latrine to pupil ratio is 1:12 (18 latrine stances in total), desk pupil ratio is 1:2 (102 functional desks), 16 classrooms, five laboratories and library.

In Amudat District, Pokot Seed Girls School is experiencing a severe lack of basic infrastructure. However, the school is earmarked for major construction as a seed school and this should address the infrastructure challenges. With an enrollment of 224 (115 boys and 109 girls), the school has only one four stance latrine for girls and none for boys, who use the bush. There is no provision for SNE at all.

At Pokot Secondary School, in Amudat District, there is poor maintenance of facilities and general despondence of staff. The infrastructure is fairly good with three equipped science laboratories which, however, are poorly maintained, with very dirty, stained, test tubes strewn all the place. The school also has a library. The only challenge is in regard to staff quarters. In spite of adequate infrastructure, no effective teaching/learning is taking place. The school has fairly adequate facilities but the staff is too despondent and there is no real mood for effective teaching and learning.

Nakapiripirit Seed School in Nakapiripirit District with an enrollment of 296 (boys 187 and girls 119) faces severe lack of basic infrastructure, especially latrines. The school sits on 65 acres of land but is not fenced and although it is earmarked for major construction the learning environment is poor with classrooms doubling as dormitories, no bathing facilities and almost non-existent latrines. The latrine–pupil ratio is 1:98. The one stance latrine meant for special needs learners is used by all girls and is very dirty and soiled. Ramps are damaged and unusable. Desk–pupil ratio is 1:4, classroom–pupil ratio is 1:74 and yet four classrooms are used as dormitories at night (for boys).

Namalu Seed Secondary School is located in Lolegae Sub County, Nakapiripirit District. The school has fairly adequate facilities, decent laboratories, computer laboratory with eight working computers. However, severe lack of teachers undermines everything else. The school has five teachers, two graduate and three Grade IV; only two are science teachers.

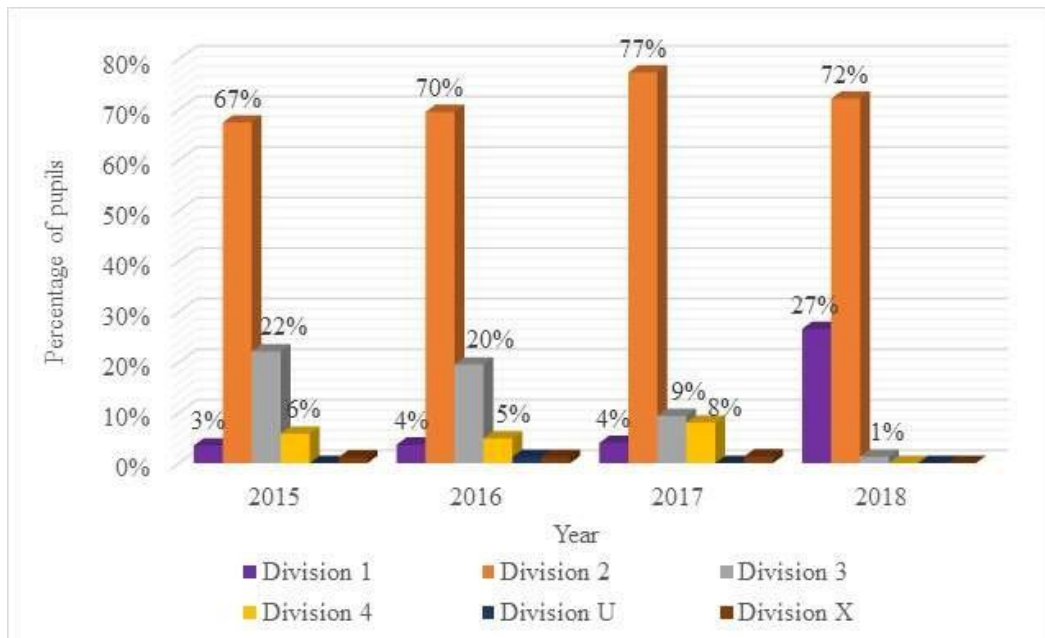
The recurring pattern in secondary schools is that even when infrastructure and facilities have been provided, the poor quality of school management compromises quality education provision. Supervision of teaching and learning needs to improve in order to improve performance.

## Performance

Below is the analysis of performance in national examinations for a number of selected schools.

Anaka P7 School is a model school in Nwoya District. In the 2018 Primary Leaving Examinations (PLE), they registered 21 first grades, the rest of the children were in second grade and only 1 child in 3<sup>rd</sup> grade. This translates to 100 percent pass rate. This prompted an exodus of children from both public and private schools enrolling at Anaka P7 School. Some of the reasons for good performance are effective management by the head teacher and staff motivation strategies. The current head teacher made 10 years at this school in 2018 and this was her first batch of PLE candidates.

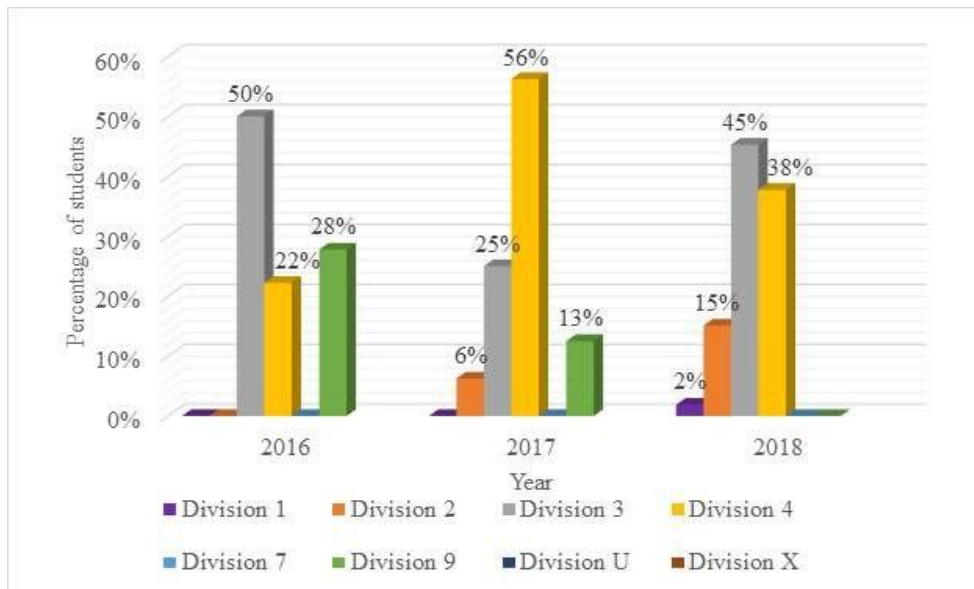
### Graph showing PLE Performance for Anaka P7 School 2015-2018



Source: Author's illustration

Purongo Seed School was grant aided in 2015. In the 2018 Uganda Certificate of Examinations (UCE), it was the first time the school got a first grade. The number of candidates sitting final examinations has increased and school also managed to eliminate the ungraded in the 2018 UCE. The school has a physics and chemistry laboratory but no library and this is a serious gap.

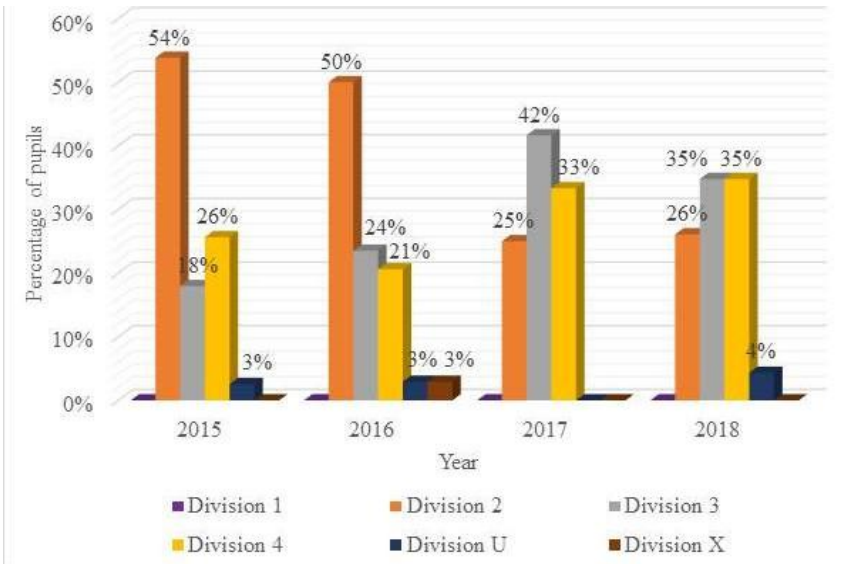
## Graph showing UCE performance for Purongo Seed SS 2016 – 2018



Source: Author's illustration

At Moyo Girls Primary School in Moyo District, the best candidate in 2018 PLE was visually impaired and got 15 aggregates. Results analysis for PLE not disaggregated by gender from 2015 to 2017. Results also not disaggregated by disability and yet the school has an Annex for the blind that also has children with mental disabilities. The head teacher said that most of the children in the annex are average performers, a few are above average. Very few are below average.

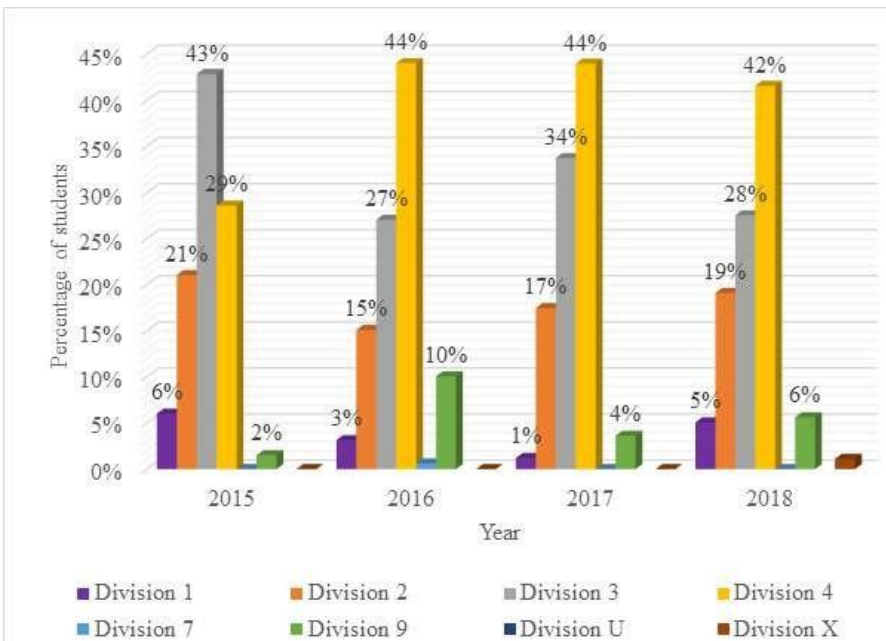
### Graph showing PLE performance for Moyo Girls Primary School 2015-2018



Source: Author's illustration

Biyaya Secondary School is a model school in Adjumani District. Supervision of teaching and learning demonstrable and is positively impacting learning outcomes.

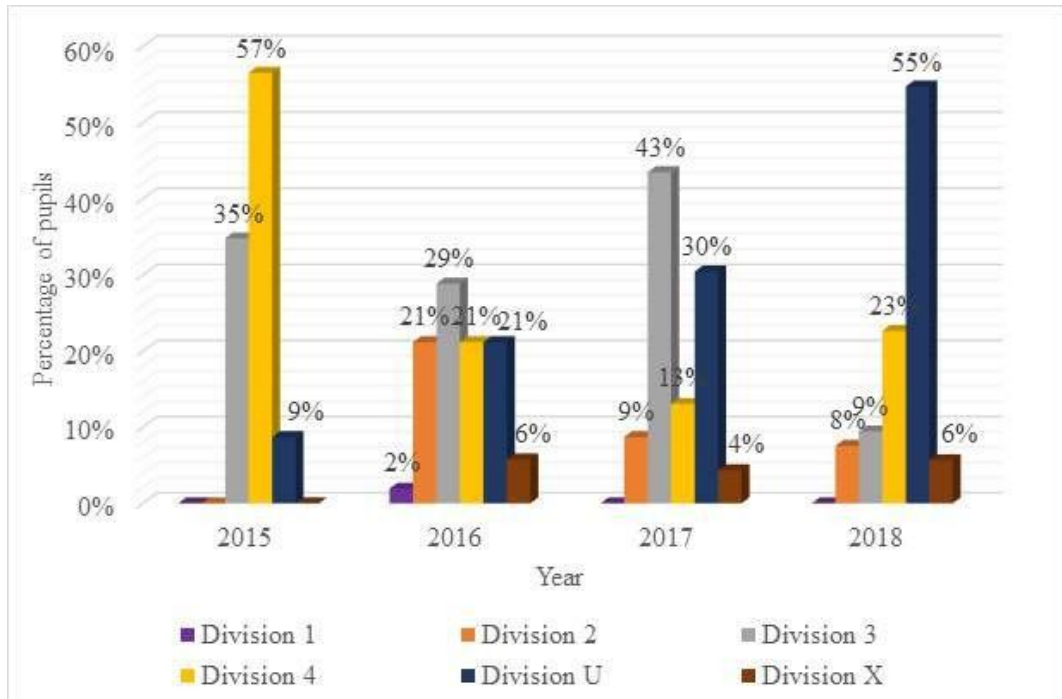
### Table showing UCE performance for Biyaya Secondary School 2015-2018



Source: Author's illustration

Bukibumbi Primary School is located in Bukibumbi Parish, Bukalasi Sub County in Bududa District. The head teacher said children who cannot read and understand questions are made to repeat in consultation with parents. In the 2018 PLE, out of the 53 candidates, 29 failed with Division U. Reading is still a challenge except for those who started with EGRA.

**Graph showing PLE performance for Bukibumbi Primary School 2015-2018**

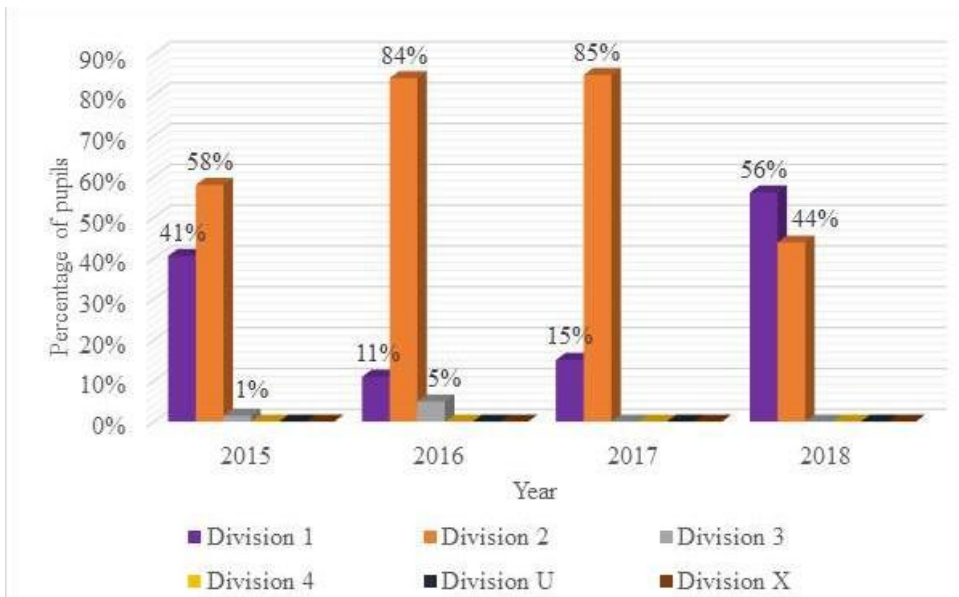


Source: Author's illustration

In the 2018 PLE, St. Kaloli Lwanga Buwali Primary School in Bududa District school had 100 percent pass rate. Below is the analysis of the PLE results from 2015-2018.

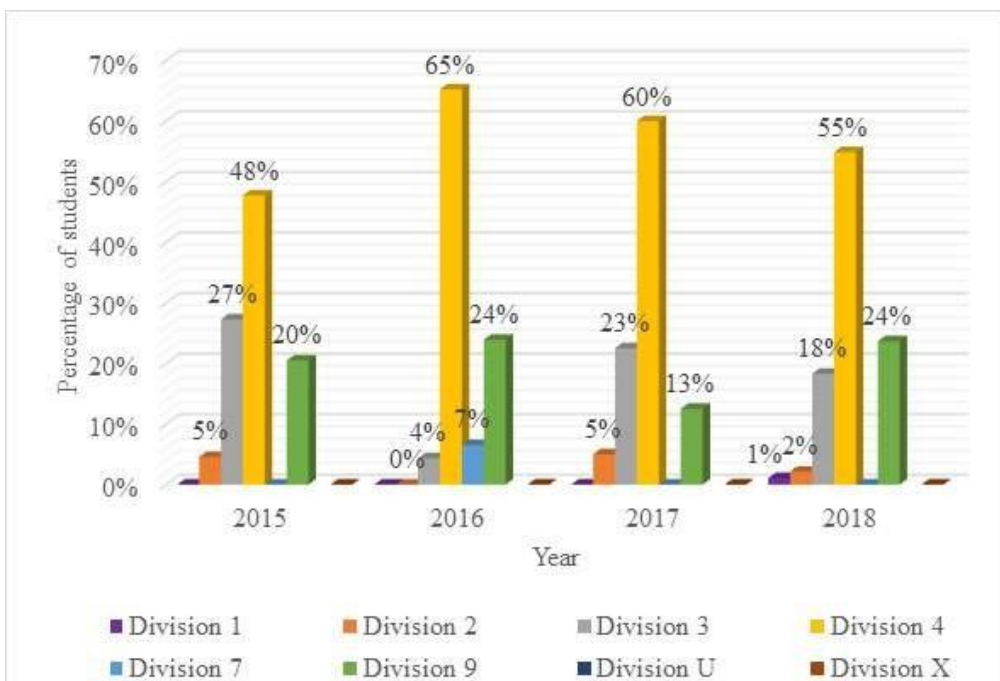


## Graph showing performance for St. Kaloli Lwanga Buwali Primary School 2015-2018



Source: Author's illustration

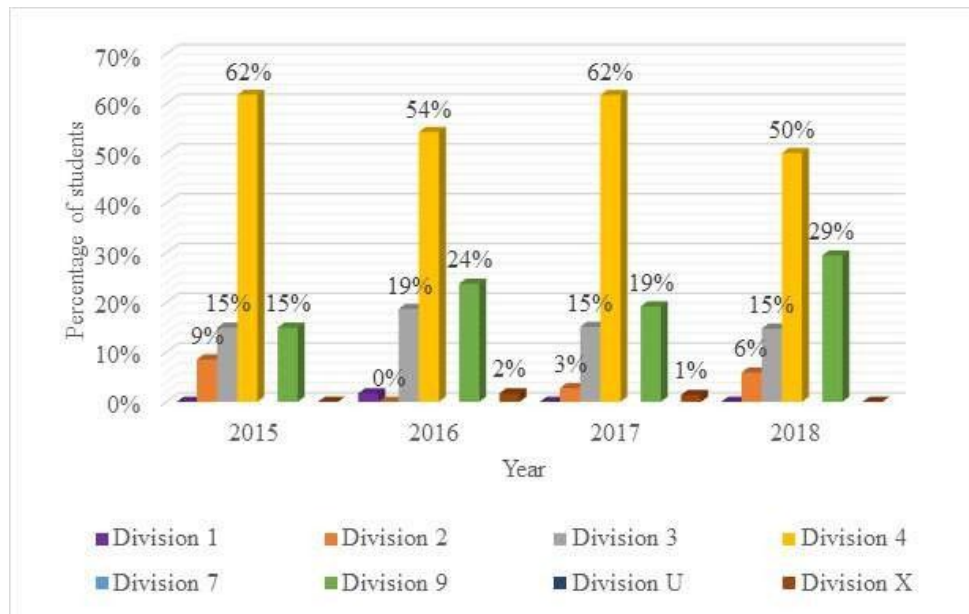
## Graph showing UCE performance for Adjumani Secondary School 2015-2018 - Adjumani



Source: Author's illustration

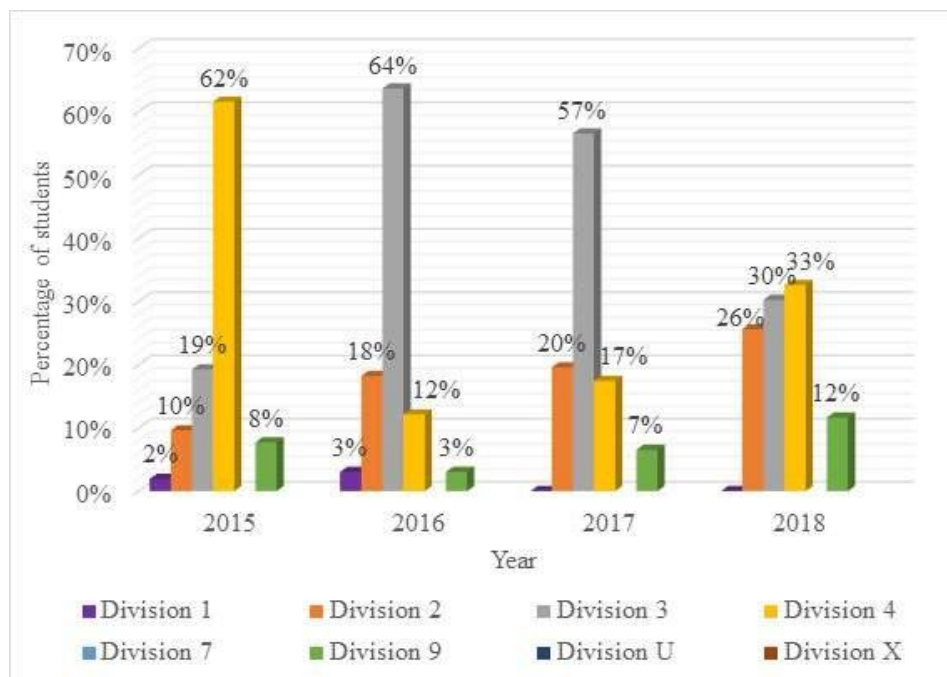


### Graph showing UCE performance for Pokot Secondary School 2015-2018 – Amudat



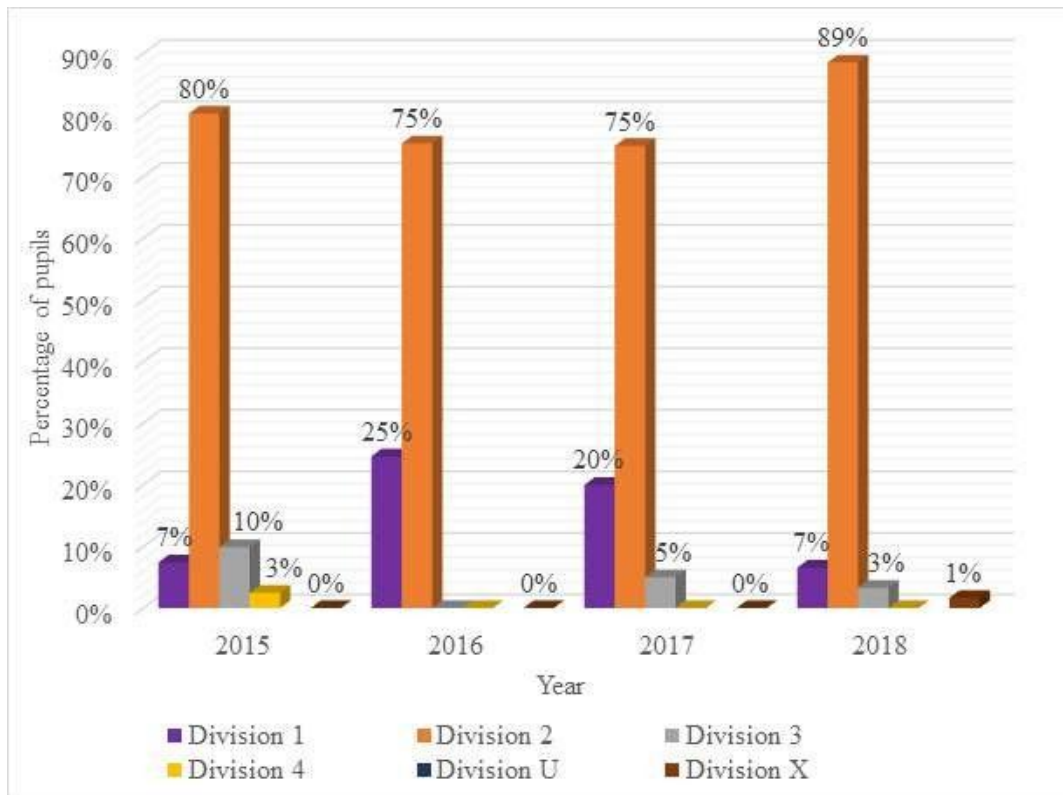
Source: Author's illustration

### Graph showing UCE performance for Namalu Seed Secondary School - Nakapiripirit



Source: Author's illustration

### Graph showing PLE performance for St Mary's Girl's Primary School 2015-2018 – Nakapiripirit



Source: Author's illustration

#### 5.2.2.6 Financing

Financing of education to the local government is in three main forms; wage bill for the various workers in the education institutions and department, capitation grants for UPE and USE learners, School Facilitation Grants (SFG) for improving infrastructure primary schools and funds for monitoring and inspection. Other main funding comes in form of projects for infrastructure development, which are not necessarily recurrent. The latter is difficult to assess and therefore this study focused on capitation grants releases and funds for monitoring and inspection. The wage bill is reflected in the staffing levels discussed in this report.

On the subject of financing, MoES officials were not very reassuring. They observed that realizing SDG4 would require an increase in funding; however, funding in terms of percentage of GDP and budget was actually declining. In general, insufficient financial resources was a recurrent theme throughout interviews with MoES officials. In several instances, officials cited programs and initiatives whose implementation would resolve major barriers to achievement of

SDG4, but these remained “unfunded priorities”. In addition, several programs that were currently being implemented were not being completed as planned. MoES officials acknowledged that capitation grants, meager as they were, were not being apportioned as promised, for which they cited several reasons. One official pointed out that although the school-age population grows significantly every year, the total pot of funds set aside for the capitation grants did not grow proportionately. Thus, each year, the same funds were required to meet the needs of an ever growing number of pupils. Although capitation grants have most recently been cited as somewhere between 9,000-10,000 UGX per child per, officials acknowledged that the actual figure was as low as 7,000 UGX per child, currently. Moreover, when asked how much of a per child capitation would actually be needed to cover the cost of a quality education, officials estimated the number at 70,000 UGX per child, which would also cover the cost of repairs and maintenance for schools, but not the cost of feeding. Although this tenfold variance between ideal and reality remains the larger issue, officials acknowledged that the current formulae for apportioning the capitation funds were not optimal. As one official stated, pegging the capitation grants to enrolment often led to schools “gaming the system”, as some would enroll underage children in order to inflate the numbers. It was acknowledged that the added cost per child varied by region and other contextual factors which would ideally be integrated into the capitation formula.

In Nwoya District, a district official noted that the money received for monitoring and inspection is Nine million shillings; that is, an average three million shillings per term. The figures rarely change. The inspection gets twenty million millions per year.

The Amuru a district official noted that the UPE and USE capitation grant has been static for a long time. However, the district noted an increase in the inspection and monitoring grant from 21,289,866/= in the FY2017/2018 to 34,269,332/= in FY2018/2019. The SFG was 222,421,620/= in FY2016/2017 but shot up 963,654,088/= in FY2018/2019. The DEO explained that this is because the money was inclusive of 734m for construction of a seed secondary school, which is a one off expenditure.

**Table showing UPE capitation Grant from 2016 to 2019 Amuru District**

Financial Year	Amount Received
2016/2017	386,466,604
2017/2018	362,357,951
2018/2019	393,605,656

Source: Author's illustration

Apac District UPE and USE capitation grants release is 100% against the official enrolment figures being used. However, officers at the district education office noted that the Ministry of Education and Sports is using 2014 data which is not reflective of current enrollment on the ground. Funding received for monitoring and inspection in FY2016/2017 was **12,953,941/=**, FY2017/2018 **15,086,371/=**. For Yumbe District, the monitoring and inspection budget is 17.5million shillings per quarter while the DEO receives 6.02million shillings per quarter for support supervision.

Moyo District budget allocation for UPE and USE capitation grants compared to the total school enrolments is good, according to officers in the district education office, with the disbursements oscillating between 98% and 100%. In Adjumani District, an official noted that the releases for UPE and USE capitation grants are released as per the captured data; however, the challenge is that the rate is inadequate. ***“Some small schools are at a disadvantage. Because if you have 300 learners that is 3,000,000 a year. The school may not function with 1million Per term. It cannot participate in games at the different levels.”***

For the other districts visited, the picture is similar as reflected in the following table:

**Table showing monitoring and inspection funds releases to sampled districts**

<b>Nakapiripirit District</b>	
<b>FY</b>	<b>Amount</b>
<b>FY2015/16</b>	16,000,000
<b>FY2016/17</b>	16,000,000
<b>FY2017/18</b>	16,000,000
<b>FY2018/19</b>	27,000,000
<b>Budada District</b>	
<b>FY</b>	<b>Amount</b>
<b>FY2015/16</b>	16,000,000
<b>FY2016/17</b>	16,000,000
<b>FY2017/18</b>	32,000,000
<b>FY2018/19</b>	50,126,000
<b>Buyende District</b>	
<b>FY</b>	<b>Amount</b>
<b>FY2015/16</b>	33,482,707
<b>FY2016/17</b>	33,482,707
<b>FY2017/18</b>	31,611,513
<b>FY2018/19</b>	53,408,000
<b>Moyo District</b>	
<b>FY</b>	<b>Amount</b>
<b>FY2015/16</b>	13,398,485
<b>FY2016/17</b>	21,798,562
<b>FY2017/18</b>	26,675,075
<b>FY2018/19</b>	43,816,000

In terms of funding for school inspection, DES recently lobbied and got some more funds, and have tried to work more closely with school inspectorate at local government level. Through MoES, the districts get “inspection grants,” but that money comes through the Ministry of Finance and goes directly to local governments. Over the last several years there have been improvements in quality of inspection for the local governments that have a stable inspectorate; however, DES does not have the funds to always train all officers who come on board in the local governments.

What emerges from the study on financing is that an attempt has been made to improve school monitoring and support supervision by increasing the funding to DES, the DEO's office and the district inspectorate. This is important if quality of education is to improve. There is also improvement in the percentage of the capitation grant budget released by end of each financial year, and the timeliness of the releases.

The outstanding challenges about financing are two: (1) over the years inflation has reduced the value of UPE and USE capitation grant in real terms and yet Government has not revised the rates to match the realities. (2) The enrolment figures with Ministry of Education and Sports and Ministry of Finance Planning and Economic Development are not up-to-date. As a result, enrolment figures to calculate how much a school gets as UPE or USE capitation grant are out of date and do not match with current situation in the schools.



# Conclusion & Recommendations





## 6.0 Conclusion & Recommendations

### 6.1 Conclusion

Data management is a major challenge in the sector, especially as regards tracking SDG4 indicators. This was quite evident during the interviews with MoES officials and during the field visits. When asked why the 2016/17 ESPAPR reported only on some of the SDG4 indicators, while simply omitting others, officials stated that was done because the data was not available for those indicators. When asked why the 2017/18 ESPAPR has no mention of SDG4 data, officials similarly explained that no SDG4 data was collected in 2017. The ministry is depending on the National Identification Registration in order to collect and track data, but that has not been implemented yet.

The lack of identified and realistic targets for 2030 might be partly responsible for the disconnect between policy and reality that pervades government reporting in this sector. In fact, many of the policy documents reveal an aversion toward examination of MoES' most intractable problems. Each major planning document discusses the goal of one primary school per parish and one secondary school for every sub-county. Despite acknowledgement that this goal has not been met, there is no explicit reference in MoES' most recent three-year strategic plan, or its yearly performance reviews, to the number and locations of the parishes and sub-counties that are lacking the promised facilities, nor is there reference to any systematic effort to resolve this shortcoming. Similarly, government reports do not seem to address the ubiquity of various school fees, which function no differently from the tuition payments that were putatively abolished under UPE and USE. In particular populations such as SNE students, despite quite a few policy initiatives toward improving their access to education, the government provides no information on the percentage of SNE children who are (and are not) enrolled in school. Rather, it reports on, and projects target numbers for, the proportion of children in school who have special needs, a statistic that is not very useful in determining educational equity for SNE students. Lastly, annual reports often provide inconsistent or haphazard explanations for problematic trends in the data.

Insufficient financial resources were the recurrent theme during interviews with MoES officers and relevant CSO leaders. In several instances, officials cited programs and initiatives whose implementation would resolve major barriers to achievement of SDG4, but these "unfunded priorities" remained dormant without release of requested funds from the Ministry of Finance. In addition, several programs that were currently being implemented in an official capacity were not being fulfilled as planned due to lack of funds.

Despite a lack of clear government data in many areas, there is some evidence that Uganda is making considerable progress toward SDG4. There are an incredible number of projects and policy initiatives aimed toward gender equity, inclusion of SNE students, and the rehabilitation of previously insecurity-ravaged areas such as the Karamoja region. Moreover, Uganda is often touted as a model country for providing educational rights to refugees. It is worrisome; however, that each of the areas in which Uganda is making significant progress corresponds to those areas in which donor agencies have applied singular pressure and provided a majority of the funding and resources. One is left with the concern that GoU has not internalized these priorities.

From the field research, the overall conclusion is that while some steps have been taken towards the various targets, major challenges remain in the path to full realization of the key targets.

Under target 4.5, aimed at eliminating gender disparities in education and ensuring equal access to education for the vulnerable, the research concludes that the emerging picture is mixed. While demonstrable achievements have been made in eliminating gender disparity in general primary education enrolment, huge gender disparities still exist in enrolment at upper primary, P7 completion rates and in enrolment at secondary level. In other words, while girls are enrolling in primary schools, the challenges in the visited districts, both in the communities and at the schools, are hindering their ability to continue with their education. Meanwhile, efforts to ensure equal access for special needs children are only cosmetic at best. The policy requirement for schools to have special facilities like ramps and special latrines are not translating into safe and secure school environments even when these are put in place. Limited awareness and sensitivity to special needs children among school managers and teachers has meant that the facilities are not well managed to support special needs learners as it was envisaged. However, the refugee children have more than equal access to both primary and secondary education in the districts visited, because of the international support and supportive policy of the Government of Uganda.

Under target 4.c aimed at substantially increasing the supply of qualified teachers, the research concludes that not enough is being achieved in the target districts. There are serious staffing gaps at both secondary and primary, but more glaring so at secondary. And while there are general staffing gaps at the national level, the inequality in staffing in the visited districts is grave given that even the teachers who are posted there opt to leave and seek better conditions in other districts.

In terms of target 4.a, build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environment for all, the research concludes that meaningful steps have been taken. The Government policy of at least one primary school per parish and one secondary

school per sub county is being implemented at a slow but steady pace. Although there are pockets of real concern, as highlighted in this report, there is expectation in all the districts visited that schools will be established or improved through grant-aiding or construction.

## 6.2 Recommendations

### **To Ministry of Education and Sports (MoES)/ Central Government**

- i. The use of parish (primary) and sub-county (secondary) as planning units for establishment of government aided schools should be augmented with consideration of area size, population size and geographical factors.
- ii. There is urgent need to improve data collection and management in the sector through comprehensive and regular school census and headcounts. This may require establishing appropriate structures and systems for timely capture and effective management of data. Like in the health sector, where there is a district biostatistician, the position of a district education statistician should be established.
- iii. There is urgent need for government to improve provision of instructional materials for learners with special needs, especially Braille textbooks which are very expensive for schools to procure from the subvention grants, which are already grossly insufficient.
- iv. The implementation of Early Grade Reading (EGR) and similar interventions that have proved to be effective in improving learning achievements should be scaled up to all districts and all UPE schools to ensure equitable provision of quality basic education.
- v. Measures should be put in place to eliminate/minimize the rampant and growing element of extra cost burden on parents in form of examination fees, extra lessons fees, development fees etc in UPE and USE schools, which is contributing to dropout.
- vi. MoES should develop and implement a rationalized teacher deployment and transfer mechanism to address (i) the practice of teachers using schools in hard to reach and undeserved areas to access the government payroll and leave for schools of their preference soon after (ii) issue of equitable distribution of available teachers.
- vii. Government should ensure that interventions for refugees education, developed

in partnership with EDPs, provide fairly for education for both the refugees and host communities.

- viii. Work with civil society organisations to collect data on school safety and sexual abuse and devise mechanisms to address the phenomenon.
- ix. Mobilise resources to urgently address the disparities that exist within and among districts in terms of school infrastructure and learning outcomes.
- x. Review the existing framework for involvement and regulation of private actors in education to maximize their positive impact and minimize the negative impacts that may result from their involvement in the sector. The Abidjan Guiding Principles on the Human Rights Obligations of States to Provide Public Education and to Regulate Private Involvement in Education are useful in providing guidance in this regard.
- xi. The Government should have a coordinating mechanism to keep track of all contributions made by various stakeholders including private sector, CSOs, development partners and community efforts towards realisation of SDG 4 to facilitate reporting on progress and challenges.

### **To Local Governments**

- xii. Policies by local governments that lead to mass class repetition of pupils, especially in P6, done by schools to avoid getting ungraded candidates in PLE, should be reconsidered to avoid unintended consequences. In addition, national policy provisions against forced repeating of classes should effectively be enforced. Government should also ensure that schools desist from dismissing or transferring to other schools children to avoid poor performance.
- xiii. Local government education departments should prevail upon school management bodies and head teachers to desist from compelling learners directly or indirectly to be in a boarding facility (boarders) in UPE and USE schools. This is disenfranchising some learners who cannot afford the boarding fees. However, in areas like Karamoja where circumstances necessitate learners to be in boarding for safety and security reasons as well as distance, special consideration and support should be provided.
- xiv. There is need for a more effective system of identifying, mentoring and deploying school head teachers. The current approach of looking at paper qualifications and tenure of service to appoint someone a head teacher or deputy head teacher after a one off interview is producing ineffective school managers.

### **To the head teachers and governance bodies**

- xv. While facilities for children with disabilities, such as ramps and special latrines, have been provided in a majority of schools, school administrators should ensure that they are properly maintained and their usage is restricted to the beneficiaries.
- xvi. At secondary level, there are several incidences of underutilization and misuse of school facilities such as classrooms and laboratories due to poor school management. Head teachers and governance bodies should ensure that all facilities are utilized and effectively maintained.
- xvii. Head teachers should devise mechanisms at school level to address teacher absenteeism and ensure that students are learning.

### **To the Development Partners**

- xviii. Provide support to the government to ensure that refugee hosting districts adequately cater for refugee children and host communities to avoid tensions among communities that may feel refugee children are being favoured.
- xix. Support ongoing government efforts in improving public education particularly at the lower secondary level. There is ongoing infrastructure development that will require qualified teachers, equipment and learning materials including those for children with disabilities to make them fully functional and aid equity in access to quality education.

### **To Civil Society**

- xx. Engage in continuous monitoring and documentation of progress.
- xxi. Awareness raising eg around issues regarding dangers of early marriages and maintaining proper sanitation.
- xxii. Document and expose sexual abuse of children in schools.





## About the Initiative for Social and Economic Rights

ISER is a registered national Non - Governmental Organisation (NGO) in Uganda founded in February 2012 to ensure full recognition, accountability and realization of social and economic rights primarily in Uganda but also within the East African region.

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