

PD-ABP-618
95247

FINAL REPORT

**SUPPORT FOR UGANDAN PRIMARY EDUCATION REFORM:
A FORMATIVE EVALUATION**

Contract No. HNE 5832-I-00-3069-00
Work Order No. 3

Presented to:
USAID/Kampala, Uganda

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August 1995

Executive Summary

In this summary, the evaluation team highlights its findings based on the formative evaluation of the Support for Ugandan Primary Education Reform (SUPER), conducted in the spring of 1995. The report includes the team's most important concerns and conclusions, the progress SUPER has made in achieving its purposes and end-of-project status, and recommendations for the coming years.

If this summary -- and the whole report -- focus more on discussing concerns than praising the success of SUPER, it is because progress is well documented elsewhere. The evaluation's value is in identifying and addressing potential problem areas, rather than in describing what is clearly going well. Yet it must be stated emphatically that, overall, both the program and project components of SUPER are moving steadily toward meeting its objectives and supporting the vitality of Uganda's education sector reform.

Its outstanding success and continued progress stem from a team effort involving commitment and competence from the Government of Uganda, particularly the Ministry of Education and Sports and its Program Implementation Unit, to the wisely guided technical assistance provided by USAID/Uganda and its contractor, the Academy for Educational Development. By working together, significant progress has been made toward three of the four policy objectives.

- Teachers' terms and conditions are improving;
- Allocations and policies are in place to institute a sustainable supply of instructional materials; and,
- The primary teacher training system is being restructured to integrate in-service, pre-service, and school management training and support.

Similarly, SUPER staff and their Teacher Development and Management System (TDMS) counterparts are working with scores of educators throughout the sector to revise curricula, syllabi, and materials, to prepare for residential training, and launch the reformed system of primary teachers' colleges (PTCs), coordinating centers, and tutors working in schools. The mobilization of this system is a remarkable achievement.

During the evaluation team's visit, activities were just moving from the preparatory phase--largely concentrated on building the system at every level and producing materials--to the input-delivery phase--actually training tutors, teachers, and head teachers. Thus, it was too soon to witness even the initial impact of preparations on teachers in training. The team's concerns relate more to the broader match between the program design and the direction of its longer-term implementation.

The evaluation focuses on three areas:

1. Progress toward purposes and end-of-project status (EOPS);
2. Concerns about the program design; and,
3. Most important concerns about program implementation.

Specific recommendations to USAID/Uganda (USAID/U) are listed at the conclusion of each chapter of the evaluation, and restated in Chapter IX.

A. Progress toward achieving the program's purposes

In terms of the project's three purposes, the program has made the following progress:¹

(1) Improving students' mastery of literacy, numeracy, and other basic skills

The largest share of effort and resources are going toward achieving this purpose. Except for the Management Training component, which so far engages relatively few people, and the equity aspect of the Community Mobilization component, which has not yet picked up speed, almost all project resources go toward improving the quality of teaching and instructional materials. In addition, Policy Objectives One, Two, and Four have their most direct impact on the quality of school inputs and therefore students' acquisition of skills.

As described below, progress toward improving teachers' terms, conditions, *and training* was remarkable. The team's most urgent concern is that the training modules and sessions being prepared for teachers may not be as effective as if they were used in in-service training circumstances. If this is the case, their weaknesses may well constrain improvements in students' learning.

(2) Improving school administration, management, and accountability.

The Management Training component of the project relates most directly to this purpose. As stated below, it is small relative to the Primary Teacher Education and Tutor Training components, but the team believes that the initial work done in this component is excellent and the materials and training will be effective. The interest within the education sector in helping head teachers improve their skills is evident. So is interest in helping community-level participants, such as the school management committees and parent teacher associations. As there is no history of school management training in Uganda, the TDMS

¹The end-of-project status is a set of indicators of the extent to which the program's purposes are being achieved. The team's conclusions on progress toward purposes thus applies to the EOPS as well.

staff of this component is not hampered by traditional practices, as is the Primary Teacher Education (PTE) component. The head count and the development of establishment ceilings, both instigated by SUPER, also contribute to the management of school-level personnel.

The Ugandan government's decision to decentralize education and other services to the district level has already contributed even more substantially to achieving this purpose. This decentralization occurred in a number of districts, giving local officials much greater authority and accountability.

SUPER is well-positioned in the coming years to support decentralization of education services. It can provide training and support activities for district officials and help shepherd those officials into the TDMS. This opportunity merits high priority and should not be treated casually. In particular, the Management Training and Community Mobilization units should strategize together for more systematic ways to make district offices accountable to schools and communities in the use of funds received from local taxes and the Ministry of Education and Sports (MOES). Also, these units can help schools use district administrative and inspectorate resources for their own purposes.

The Management Training Task Force has taken the initiative in using the project to train district-level officials--the education officers and inspectors. The project should respond enthusiastically.

(3) Reducing inequities in persistence among different groups of children.

The team found that relatively little progress was made toward achieving this purpose. The relevant policy objective needs to be revised, including a better definition of what "disadvantaged groups" of children are targeted. The strategy described in the Program Assistance Approval Document (PAAD) needs to be more clearly stated in terms of the design--purpose, EOPS, and outputs. USAID/Uganda (USAID/U) and SUPER staff must ensure that adequate technical assistance is provided to implement the strategy.

Finally, there is a danger that the project will create inequities in the quality of schools. USAID/U and SUPER should encourage the Ministry to look for cost-effective ways of sharing the project's products with non-core PTCs and PTCs in districts not served by the project. The team believes that this can probably be done at little cost. By looking ahead to find a creative solution, the MOES can avoid a potential political problem.

B. Concerns about the program design

For the most part, the SUPER design seems to have provided good guidance to USAID/U's efforts to support the reform in Uganda. There are, however, three aspects of the design that should be reconsidered:

- Purpose One;
- Policy Objective Two; and,
- End-of-project status (EOPS).

Purpose One

The first purpose of the program is to "improve students' mastery of literacy, numeracy, and other basic skills." As stated, this purpose might present problems in:

- (1) a summative evaluation of achievements, and
- (2) determining curriculum priorities for primary teachers.

SUPER is aimed more immediately at improving the quality of teaching than improving students' mastery of skills. Improved teaching, it is assumed, will lead to more learning. But other variables also affect learning, and it will be difficult to demonstrate that SUPER has helped to achieve this rather remote purpose. The team suggests revising the purpose to read: "to improve the quality of instruction." Indicators of progress and achievement can then be stated in terms of improved teacher education and instructional materials--both explicit program objectives.

Revising this purpose also helps to take SUPER out of a debate that lies slightly below the surface, as to whether primary schools should give priority to literacy, math, science, and social studies (as the World Bank advocates), or to vocational skills. As stated now, the purpose might be interpreted to support academic rather than vocational skills.

Policy Objective Two

As discussed in Chapter IV, policy objective two needs to be stated more simply and clearly. Also, the corresponding purpose, EOPS, and output statements need to be revised to be consistent with each other. In brief, the design should limit the focus on equity to improving girls' persistence, and it should state clearly the strategies for doing this, including the use of community mobilization and incentive grants.

End of Project Status (EOPS)

As suggested above, the fourth EOPS could be split into two separate items, thus giving more weight to increasing parental and community participation in schooling.

In addition, USAID/U might want to consider rephrasing the EOPS in terms of policies, structures, or procedures to ensure that improvements will be sustained. As currently stated, the EOPS describes conditions that could disappear when program inputs end.

C. Concerns about implementation

There are four broad questions about implementation:

- Will the instructional modules and residential training sessions be as effective as possible in training in-service teachers?
- Will the education sector have the capacity to sustain the program benefits?
- Is the equity purpose of the project being adequately addressed?
- Will the TDMS work as planned?

1. Instructional modules and residential training

The modules and training programs being developed may not improve teacher training as much as possible for several reasons: they are not based on a curriculum with clear priorities; they have a weak instructional (or pedagogical) framework; and the materials are too voluminous. The teachers who will use these materials do not have the luxury of attending college for two years. They are already in the classroom and have little spare time to study, though much to learn. The training materials and sessions must make it clear what is most important for them to learn and how they are expected to achieve and demonstrate success.

The team believes the materials can be improved if the process for developing them is managed with an emphasis on educational effectiveness. The problem seems to be partly technical, in that the developers have not had much experience writing modularized curricula and materials. But it is partly political, in that no one is resolving content issues, so instead of making choices about what to teach--and what to teach first--everything is included, even when messages are inconsistent. This problem appears mainly with the PTE materials. For a number of reasons, it is less evident in the Management Training materials.

Because the materials will be used on a large scale before they are thoroughly pilot tested, it is imperative that the project staff devise a means of assessing their effectiveness revising them accordingly, during the early days of their use. Those revisions must be based on a sound instructional framework, with clear priorities among and within modules for what should be taught. Likewise, residential training sessions need to be carefully scrutinized for their effect and changes made as early as possible. In the "cascade" model of training being used, what is modeled for the tutors should be echoed throughout the system, so the quality of early training sessions is critical.

2. Sustaining benefits

Although SUPER is only in its third year, it is not too early to pay serious attention to sustaining its benefits once USAID/U ends its funding. Clearly, activities to date anticipate this time, but several issues need to be addressed.

- The project directly supports the TDMS, which is housed in the Project Implementation Unit (PIU). In spite of effective management of the TDMS by the PIU, the time is right to begin moving the TDMS out of that unit and into the larger structure of the Ministry, because the Ministry is about to be restructured, opening opportunities for the move.
- Looking more broadly at the sector, some institutions are being relatively ignored in the reform. SUPER cannot support every institution and unit of the Ministry, nor should it. The Ugandan National Examinations Board (UNEB), the National Curriculum Development Center (NCDC), and the Planning Unit receive World Bank support. But the Institute for Teacher Education (ITEK) and Makerere University--aside from individuals participating in project activities--receive little if any attention in this reform, and as the academic breeding grounds of the sector, they must be counted into the process of on-going reform, which will not end with SUPER.
- Looking more narrowly, it seems that the Ministry's weak capacity to make quantitative assessments of the status and dynamic growth of demand and supply for schooling in coming years, is affecting its ability to make sound decisions on reform policies and procedures. The Educational Planning Unit's (EPU's) effort represents a reasonable first attempt at defining a methodology for estimating the costs of universal free primary education and reform (namely improved teacher salaries and provision of core materials). But it needs refinement. It also lacks a strategy for making use of this information to engender dialogue about cost-effective ways of achieving government objectives.

In drawing up future conditionality and providing technical support, SUPER needs to address these concerns. Conditionality can be more in terms of building permanent structures than year-to-year targets. Technical assistance can focus more on strengthening organizational units than on getting the job done.

3. Addressing inequities

While major thought and resources were given to improving the quality of education, the means of making educational opportunities more equitable have not yet been proven. As discussed above, part of the fault lies with the design of SUPER, but neither USAID/U nor SUPER staff have put the concerted effort into figuring out the means of equity to put into other policy objectives and project activities.

The strategy for improving equity is currently disjointed. Community mobilization activities are off to a slow start; the Incentive Grants program needs an overhaul, and the two components, which were originally intended to go hand in hand, have become separated.

The intention to focus on improving girls' persistence has eroded as a wider range of "disadvantaged" groups became eligible for program benefits. (Again, this is partly a design flaw.) It must be made clear, both to those working within the program and those outside, which disadvantaged groups are to be served. The team concurs with the TDMS recommendation that the group be explicitly limited to girls.

4. Viability of the TDMS

Like everyone involved in SUPER, the team is eager to learn how well the TDMS works, once tutors begin their work. There are particular concerns about drastically shortening the "pilot" phase to three months, and the enlargement of areas served from single districts initially, to catchment areas that serve several districts. If major flaws appear in the system, adjustments will be more difficult because time is shorter, more people will have to make changes, and logistics will be trickier. The next few months will tell if there are problems to be addressed. By late summer, the TDMS staff will need to systematically assess the system, and focus on adjustments to be made.

List of Acronyms

ACC	Area Coordinating Committee
AED	Academy for Educational Development
DEC	District Executive Committee
DEOs	District Education Officers
DEIs	District Education Inspectors
DIS	District Inspection Service
EOPS	End-of-project status
EPU	Educational Planning Unit
GDO	General Development Officer
IMF	International Monetary Fund
IMU	Instructional Materials Unit
ITEK	Institute for Teacher Education
MFEP	Ministry of Finance and Economic Planning
MOES	Ministry of Education and Sports
MPS	Ministry of Public Service
NCDC	National Curriculum Development Center
NGO	Non-Governmental Organization
NPA	Nonproject assistance
NPERPMC	National Primary Education Reform Program Management Committee

PAAD	Program Assistance Approval Document
PER	Public Expenditure Review
PERP	Primary Education Reform Program
PIU	Program Implementation Unit
PS	Permanent Secretary
PTC	Primary Teachers' College
PTE	Primary Teacher Education
RC	Resistance Council
RFP	Request for Proposals
SUPER	Support for Ugandan Primary Education Reform
TDMS	Teacher Development and Management System
UNEB	Uganda National Examinations Board
UPE	Universal Primary Education
USAID/U	United States Agency for International Development/Uganda
USh	Ugandan Shilling

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I. Background

Support for Ugandan Primary Education Reform (SUPER) is comprised of both program (nonproject assistance, or NPA) and project assistance (collectively called the program). The program's goal is to improve the quality of, and reduce inequities in, the primary education system. Its purposes are to:

- Improve students' mastery of literacy, numeracy, and other basic skills;
- Improve school administration, management, and accountability; and,
- Reduce inequities in persistence among different groups of children.

SUPER is designed to achieve these purposes through combined inputs of \$83 million in NPA and \$25 million in project assistance funds. Funds were initially obligated on August 31, 1992; the program is nearing the end of its third year. The program has a planned life of eight years.

SUPER focuses on the following four reforms in the Ugandan government's Primary Education Reform Program (PERP):

- Re-establish the teaching profession by improving teachers' terms and conditions of service;
- Enhance community participation in and responsibility for primary school education;
- Establish a sustainable system of allocating resources for instructional materials; and,
- Strengthen teacher training programs by improving curriculum content, making standard materials available, and integrating pre-service, in-service, and management training to increase the percentage of trained teachers and administrators.

Each of these reforms is matched more or less by a policy objective. The first three policy objectives are targeted by NPA. Project assistance targets the fourth objective through support for a new, integrated teacher training program, the Teacher Development and Management System (TDMS). This system is designed to provide in-service, pre-service, and school management training and support.

Other reforms under the PERP are undertaken mainly with World Bank assistance. SUPER was designed to complement this assistance:

- Revise the school curricula to more realistically reflect present day resources, needs, and aspirations of Uganda;
- Revamp the examinations process to suit new curricular demands and introduce a standardized national assessment; and,
- Rehabilitate primary schools and teachers' colleges.

II. Methodology and Report Format

The purposes of this formative evaluation are to:

- Describe progress toward achieving program purpose and end-of-program status (EOPS) indicators;
- Identify major constraints to program implementation and achievement of the program purposes and major policy objectives; and,
- Recommend required mid-course actions.

To achieve these purposes, a team of five evaluators conducted a formative evaluation in the spring of 1995. Drs. Pat Guild and Jeanne Moulton were contracted through DevTech Systems, Inc., in Washington, DC; Dr. Joy Wolf came from USAID/AFR/SD/ED, and Dr. Asivia Wandira joined the team in Uganda, where he is the Chairman of the Teaching Service Commission. Joe DeStefano, who was visiting the mission from USAID/AFR/SD/ED on other business, joined the team in the second week and contributed to the investigation and analysis. Dr. Moulton served as team leader.

A. Methodology

The team took its direction from the Scope of Work issued by the General Development Officer (GDO) of USAID/Uganda. The team's findings are based on interviews and documents furnished by USAID/U, SUPER, and others in Uganda. The team began with interviews in Washington, DC, of the project's Senior Technical Advisor and support staff. In Uganda, the team conducted at length and numerous interviews with the chief of party and staff of Academy for Educational Development (AED), the prime contractor for the project, and their counterparts, the staff of the Teacher Development and Management Support (TDMS). The team also interviewed other officials in the Ministry and education-sector institutions who have played a significant role in the project. The team read many--though certainly not all--of the materials, reports, and other documents produced during the course of the project.

The team reconvened formally at the end of each week to discuss findings and concerns. Team members also briefed each other informally almost every day. Although each focussed on a particular aspect of the program, the team's findings were generally consistent and related to the same basic program dynamics.

Timing

Every moment in a reform has its own significance. The significance of the moment the team visited Uganda was that of transition in SUPER's activities from preparation for delivering services in the field, to the actual delivery of those services. This timing affected what the team saw and how it can comment on those observations. With a few exceptions, the team took a long-term view of the program, its past and future.

Credit where due

It is almost impossible to determine what progress in the Ministry's education reform is due to SUPER alone and what is due to the Ugandan government's own initiatives and/or to support from other donors, notably the World Bank. It is particularly hard to extricate SUPER from the TDMS and the PIU, as the staffs of these units work together day-to-day--the TDMS staff as the responsible party in the Ministry and SUPER staff as advisors. In the long run, it is not important who deserves what credit. At present, it is desirable to isolate SUPER's influence so that USAID/U can adjust SUPER's direction and actions as necessary to make them more cost-effective. While the team tried to distinguish between SUPER and other aspects of the education reform, it has not been done perfectly.

B. Format of the report

The largest part of the report covers the team's findings, conclusions, and recommendations on the NPA components and the project component of the SUPER program. For each of the four policy objectives, the team presents its findings, conclusions and recommendations. The next section covers the management of the program and project. The final section restates the recommendations made in earlier sections.

III. Policy Objective One

Policy Objective One is to improve teachers' terms and conditions of service.

A. Findings

1. SUPER objectives and the Ugandan government's reform

The Ugandan government states in the White Paper on Education as well as in its Letter of Education Sector Policy that a central element of the strategy for improving the quality of primary education is to raise teachers' salaries. Parents should also want the Ugandan government to pay higher salaries, since a portion of PTA fees in many schools is used to augment teachers' pay. The SUPER Program Assistance Approval Document (PAAD), which sets forth the program design, identified "the inadequate income received by teachers" as a "binding constraint on improving the quality of primary education." To address this constraint, the PAAD identified a two-pronged strategy.

At the time the project was designed, little coherent information was available on the costs and financing of primary education. While some financial analyses were done for the Ugandan government's Education Policy Review Commission and White Paper and as pre-investment studies done by the World Bank, the Ugandan government lacked a clear indication of total government and household contributions to the financing of primary education. Therefore, the first thrust of the SUPER strategy in support of this policy objective was to urge the Ugandan government to analyze sectoral financing; this involved the use of World Bank financial and technical support.

The second aspect of the strategy was to require real increases in primary teachers' salaries. The Ugandan government itself recognized the need to raise teacher compensation to a "minimum living wage," estimated at about Ugandan Shillings (USh) 70 to 75 thousand (White Paper, p. 215). The PAAD estimated that salaries could reach that level by the end of USAID's program, if the differential between the then current salary levels and the targeted amount was reduced by 10 percent each year. The PAAD also recognized that improvements in teachers' terms and conditions of service would result from better personnel management, namely more timely delivery of salaries, as well as from training and qualification incentives built into the salary scale. The PAAD also noted the need to work with the Ugandan government on developing and enforcing norms for primary teacher workloads.

2. Costs and financial analysis

While USAID/U's strategy included helping the Ministry of Education and Sports (MOES) develop an analytical base for framing the costs and financing of education in Uganda, it was deemed unnecessary for SUPER to conduct an independent study in this area. This decision was based on several reasons:

1. The Ugandan government was already conducting an integrated household survey that included data collection on household expenditure on education; it was due to produce preliminary results as early as January 1993.
2. UNICEF was going to conduct a detailed education costs and financing study that promised to address the issues of concern to USAID/U and SUPER.
3. USAID/U determined that reform could go forward without detailed information on unit costs and the breakdown between public and private sources of funding.

The Public Expenditure Review (PER) in June 1994, used data from the integrated household survey to indicate the scope of private funding for education. The report cites figures of US\$ 2,879 per month per household, or roughly a total of US\$ 12.5 billion provided annually for education from private sources. This constitutes 55 percent of total expenditure (public plus private) on schooling (1994 PER, p. 102). On average, as much as two-thirds of household contributions to the cost of schooling are composed of direct fees and contributions to PTAs.

With the data available from the household survey, the PER (which is being updated for 1994) and the head count (discussed below), the Ugandan government should have a sufficient database from which to analyze the cost implications of its reform efforts. In fact, the Education Planning Unit (EPU) recently modeled the impact of implementing the White Paper recommendations on the abolition of statutory school fees, starting at Primary Level 4 (P4), and the implementation of compulsory education. The EPU's effort is a reasonable first attempt at defining a methodology for estimating the costs of universal free primary education and the reform (namely, improved teacher salaries and provision of core materials). It lacks a strategy for making use of this information to engender dialogue about cost-effective ways of achieving Ugandan government objectives.

3. Teachers' salaries

SUPER includes conditionality on improving teachers' terms and conditions of service.

- Conditions precedent to first tranche disbursement (FY 1993) required that the Ugandan government produce a plan setting targets for teacher salary increases.
- Second tranche conditionality included a requirement for a real increase in teacher salaries consistent with that plan.

In 1993, the Ugandan government responded with a plan to increase qualified primary teachers' monthly salaries as follows:

Fiscal Year	Base Salary (US\$)	Target Salary (US\$)
1992/93	5,400	9,000
1993/94	9,000	35,000
1995/96	35,000	70,000

In contrast to the PAAD's conservative estimates of moving to a living wage over ten years, the Ugandan government intended to achieve the living wage within four years. This demonstrated a commitment to increasing teachers' terms and conditions of service as a central element of reforming and improving primary education.

Actual increases in primary teachers' base salaries adhered to or exceeded the targets established in the original plan. In 1992/93, primary teachers' base monthly pay was increased to US\$ 13,000. In 1993/94, it was raised to US\$ 35,000. USAID/U estimated that the 169 percent nominal increase from US\$ 13,000 to 35,000 equaled a real increase of 143 percent in teachers' earnings. By 1994/95, the base monthly salary for a qualified primary teacher reached US\$ 43,000. To date, primary teachers remuneration has seen an eight-fold nominal increase over the pre-SUPER base salary of US\$ 5,400.

4. The head count

Part of what allowed the Ugandan government to realize the increase in teachers' salaries was a monumental effort at rationalizing the primary teaching force. When SUPER was designed, detailed information on enrollment, number of teachers, teacher deployment, and so on, was sorely lacking. The most accurate information available was the 1990 school census, which indicated 84,149 total teachers serving a primary enrollment of approximately

2.37 million students. Information for subsequent years was unreliable, as statistical reporting was based on incomplete collection of school data. Following the 1990 census, as many as 113,000 teachers were estimated by the Ugandan government.

SUPER helped the Ministry address the problems of over-staffing and irrational deployment of teaching personnel, by coordinating activities between the Ministries of Education, Finance, and Public Service. Recognizing the importance of using staffing norms to rationalize teacher deployment (PAAD, p. 34) and in support of Ugandan government efforts in this area, SUPER instituted a condition precedent to third tranche disbursement that called for the development and enforcement of staffing norms.

Several ministries are involved in the increase of teachers' salaries. The Ministry of Finance and Economic Planning (MFEP) is responsible for monitoring the SUPER non-project assistance. This assures that SUPER-supported reforms are viewed in the context of Uganda's macro-economic adjustment program. A major component of that adjustment program is controlling the Ugandan government's wage bill. In addition, the entire public service, administered by the Ministry of Public Service (MPS) has been undergoing restructuring, reform, and retrenchment.

USAID/U, the MOES, MFEP, and MPS agreed that, for the Ugandan government to realize the intended increases in teachers' salaries (and increases in other public service employees' compensation), the management of the teaching service would need to be dramatically improved. Following the 1990 census, the MPS improved processing of the teaching service payroll. During 1992, it established a teacher service database as part of an IDA-UNDP project (Establishment and Staff Control System Project) supporting the civil service reform. Using that database, the MPS was able to generate a computerized teacher service payroll for the first time in January 1993 and, with that, to improve the management of teaching personnel.

However, the reported inability of the MOES to maintain accurate and complete data on schools, classrooms, and enrollment made maintenance of the teacher service database difficult, if not impossible. By the end of 1993, the three ministries determined that an accurate control of basic education sector data--students, teachers, classrooms, and schools--was needed as the foundation for setting teacher deployment and school staffing norms.

With technical support from SUPER, the MOES, MFEP and MPS designed and implemented a nationwide simultaneous head count of teachers and students in every government-supported school throughout Uganda. A control mechanism and methodology were developed, enumerators trained, and the entire country sensitized to the purpose of the head count exercise. On May 17, 1994, the presence of teaching personnel was verified against

the 1990 census lists of teachers assigned to every school, and data gathered on enrollment and classrooms. Those not present were deleted from the payroll.

The results of the head count exercise contributed in several ways to SUPER and Ugandan government reform objectives. The head count data now constitute the definitive baseline statistics on teachers, students, schools, and classrooms. Some 4,000 "ghost" personnel were eliminated from the teacher service payroll. More important, huge disparities in the assignment of teachers were revealed; urban schools (especially in Kampala) often had surpluses of teachers, while rural schools had insufficient staff. Data from the head count were used to develop staffing norms (or "establishment ceilings") for primary schools.

These ceilings were based either on:

- (1) enrollment and a student-to-teacher ratio standard of 40:1 or
- (2) the number of classrooms in the school.

The ceilings were developed in June 1994 and, in January 1995, began to be applied to the control of the teacher service payroll. As a result, by May 1995, the number of teachers on the payroll declined from about 88,000 to about 75,000.

B. Conclusions

1. Progress

Progress toward the policy objective of improving teachers' terms and conditions of service exceeded the SUPER program's expectations. The Ugandan government met the conditions precedent to first and second tranche disbursement concerning teacher salaries, and complied with the relevant condition for the third tranche of NPA (development and enforcement of staffing norms).

The Ugandan government and USAID/U interpreted this policy objective flexibly enough to encompass the emerging issues of teacher deployment and school staffing norms. The concerned ministries and USAID/U engaged in policy dialogue that resulted in full cooperation in the unanticipated head count.

Therefore, in addition to the real increases in teacher salaries, SUPER helped bring about more efficient assignment and use of primary teaching personnel. It also supported policy development that required that only "qualified" teachers be counted toward a schools establishment ceiling. Many deletions from the teacher service payroll were unqualified teachers, resulting in a reduction in the percentage of the teaching force classified as

unqualified. Staffing norms are now automatically applied each month to any requests for teacher assignment to any primary school. The teacher service personnel database is maintained and continually updated by the Ministry of Public Service (MPS). The monthly payroll now accurately reflects the number of teachers correctly assigned to teach a class of students in a primary school (a simple fact, but something that was not true prior to the head count and implementation of staffing norms).

2. Impact

At the school level, the most tangible impact of the progress to date on this policy objective should be the improved management of teaching staff. Many schools were employing excess teachers, making it possible for teachers to have lax attitudes towards showing up for work. Eliminating the surplus teachers should make it easier for head teachers and school management committees to enforce professional standards at the school level.

Furthermore, an underlying assumption of this policy objective is that improvements in teacher compensation would lead to higher motivation and better performance in the classroom. Anecdotal accounts of increased demand for teaching positions and greater response to advertised vacancies in some districts indicate that the improved terms and conditions of service may be having a positive effect on the status of the teaching profession. Some districts report persistent shortages of teachers in rural counties, while others indicate that teachers forced to redeploy are presenting themselves as available for assignment.

Unfortunately, empirical data on teacher absenteeism, tardiness, or classroom comportment is not available, nor has any attempt been made yet to systematically monitor teacher behavior and attitudes and compile such information. Ministry data on teachers' colleges, though unreliable and based on estimates, show a 14 percent increase in enrollment in teacher-training colleges from 1992 to 1994. This may indicate that the increased base salary is attracting people to the teaching profession. A definitive statement on this point would require better data and a systematic survey of entrants to teacher training.

On a system-wide level, the head count and establishment ceilings allowed the Ugandan government to realize an eight-fold increase in primary teachers' base pay since 1992, with only slightly more than a three-fold increase in the teacher wage bill. Furthermore, that wage bill is now accurately maintained, and managed on a month-to-month basis.

3. Factors in the success in achieving this objective

The success realized thus far on this policy objective can be attributed to several factors:

- The use of NPA created a context within which the education reform objectives became the interest of not only the MOES, but also the MFEP and MPS. The latter two Ministries were intimately involved in this policy objective for two reasons: budgetary support is tied to compliance with conditionality; and the need to manage reforms in the education sector in accordance with structural adjustment criteria. The MPS, as the entity responsible for overall civil service reform, also had intense interest in improved management of the teaching service, which constitutes about half of Ugandan government employees.
- These parties engaged in regular dialogue on issues that needed to be resolved to achieve the objective. The head count and the setting of establishment ceilings are evidence of the effectiveness of SUPER-supported policy dialogue.
- The dialogue forum for this policy objective was the National Primary Education Reform Program Management Committee, NPERPMC, which was established in compliance with a condition precedent to the first tranche disbursement. The NPERPMC proved vital to the Ugandan government's ability to identify and respond to key concerns as they arise.

Furthermore, several features of SUPER conditionality also facilitated progress on this policy objective.

- The program design defines policy objectives as outcomes, not activities. The program can thus respond to the specific reforms required to pursue that objective.
- This flexibility is enhanced by USAID/U's decision not to define conditions beyond the first two tranches, until the time of annual procedures for the coming year's obligation of nonproject assistance (NPA). Concretely, as described, the initial condition required that the Ugandan government submit its own plan for increasing teacher salaries. Second tranche conditionality then reinforced the implementation of that plan. As the Ugandan government's commitment to raising teachers' salaries was firmly established by the second year and progress was exceeding expectations to that point, third tranche conditionality focused on the emerging issue of staffing norms. Subsequent tranches will also be able to be refocussed and defined as other issues emerge and become priorities. Thus, USAID/U was able to focus conditionality on areas critical to progress at a given juncture.

- USAID/U is fully engaged in the dialogue with the Ugandan government, relative to SUPER-supported objectives.

Greater Ugandan participation in setting conditionality may be considered through the introduction of a mechanism such as the Letter of Intent. This would involve a formal annual process of Ugandan proposal of conditions and negotiated agreement between USAID/U and the Ugandan government; it would define reasonable and sufficient terms for a given year. The negotiation would involve exchanging perspectives on proposed objectives, priority reforms for the program and expectations (in terms of achievements) and commitments (in terms of effort and support).

4. Concerns

The team identified several issues of concerns about progress toward this policy objective.

Long-term planning

Attention to long-term planning may have been too driven by year-to-year considerations. Year-to-year planning may have been necessary, because the Ugandan government's initial plan for raising salaries did not include projections of the numbers of teachers for the sector, or the impact of salary increases on the wage bill. Although the plan indicated how base salary was to evolve over the course of four years, it did not calculate cost implications.

SUPER may have missed an opportunity to require that the Ugandan government adopt a longer-term perspective, which would illuminate recurrent cost trends in meeting this policy objective. At question is whether the current EPU has the capacity to fully address this need for longer-term information.

Year-to-year planning might also be justified because the IMF imposes annual wage bill ceilings; the Ministry of Finance and Economic Planning (MFEP) attention to meeting USAID/U's policy objective is focussed on those annual constraints. But rather than negotiating with the IMF on the basis of its own projected need for teachers and their salary increases, the Ugandan government is forced to fit its education reform objective within imposed annual cost limits.

A related issue is the Ministry's role in pursuing this policy objective. MFEP staff expressed concern that the education ministry has not supported its reform objectives with convincing data. Quantitative terms appear to be lacking in an overall reform plan, (e.g. the number of schools to be built, teachers to be hired, strategies to be implemented, inputs to be delivered, cost savings to be realized, sharing of costs with parents and communities, and so on).

Limits to salary increases

While progress on increasing teachers' salaries was phenomenal, there is not a clear long-term policy on the rate of teachers' salary growth. Given IMF wage bill ceilings next year, it is unlikely that the Ugandan government will be able to adhere to its target of a living wage for teachers that year. Furthermore, while teachers were favored relative to other members of the public service, pressure is mounting on the MPS to discontinue that trend. And as primary teachers are at a low rung of the pay scale, the civil service reform objective of decompressing, (or raising the differences between levels of) the wage scale, will make it more difficult to increase teachers' pay relative to other civil servants.

Assumptions about the effect of salary increases

That being said, the team cannot judge whether SUPER should be concerned with the relatively low pay teachers receive as civil servants. No data are available to indicate whether the relative status of pay is a factor motivating teachers. The assumption of the education reform has merely been that a minimum living wage was required, so that teachers could be expected to devote themselves more fully to their profession.

Also, the common wisdom is that teacher performance, even defined most simply as showing up for work, had deteriorated during the last decade directly as a result of the almost complete erosion of their salaries. The Ugandan government and SUPER assumed that salaries had to increase to some threshold level (defined as the living wage) to affect teachers' behavior. It is not clear whether that threshold level is high enough to induce changed performance. Questions remain as to whether:

- the attainment of the living wage is the final measure of success;
- further salary increases should be tied to performance on the job; and,
- other kinds of incentives can be, or will need to be incorporated into teacher remuneration packages.

Eventually, the Ugandan government will need some indication of how salary increases affected the teacher labor market and teacher performance. These data are essential to assessing the impact of this policy objective as well as the validity of the assumption underlying a main aspect of the education reform. In addition, a systematic survey of changes in teacher attitudes and motivation may present information that will help to address policy conditions related to this objective, in the later stages of the SUPER program.

Other improvements in terms and conditions

The SUPER strategy does not rely on salary increases alone to attract teachers and improve their performance. It also provides for in-service training and support. In fact, changes in the salary scale for teachers incorporated incentives linked to successful completion of training. To date, the program focused on salary increases, training and support. In discussions with education sector and MPS personnel, the question of providing housing and medical benefits was raised. Also, as patterns of qualified teacher shortages are reported in some districts to persist in rural areas, further improvements in rural teachers' terms and conditions of service may need to be considered as incentives for attracting teachers to rural areas.

Setting staffing norms

One element that was missing from the improved management of primary teaching personnel is an attempt to coordinate rationalization with projected growth in the sector. Up until now, application of staffing norms and attempts to consolidate the primary teaching force pursued a static equilibrium--what is the right number of teachers now? As Uganda intends to expand access to education, the realizable annual growth rate for primary education needs to be determined and incorporated into projections of numbers of teachers needed and their associated wage bill.

The formulae used for determining school staff ceilings relied on relatively simplistic calculations. As an initial strategy for establishing norms, these simple formulae were an asset. Of course, a simple enrollment divided by student to teacher ratio calculation cannot address the variety of students, grades and classroom patterns that exist in the sector, but it does get everyone addressing the issue of the number of teachers a school needs. Switching from an enrollment-based calculation to a classroom-based one does no better in terms of making it possible to accurately assign teachers in all cases. However, an unintended benefit of using a classroom-based staffing formula is that it creates an incentive for both the school and community, if they want to maintain or justify an additional teacher or build classrooms.

Although a classroom-based norm eliminates the incentive to falsify enrollment data, it raises another serious issue. At present, the number of primary teachers exceeds the number of classrooms by about 25,000--fully a third of the teaching force. That number of teachers cannot, and should not, be eliminated from the teaching service, nor can 25,000 classrooms be constructed in the coming year. Conflict over this formula is therefore inevitable. In fact, some districts are already complaining about the problems in applying either formula (as well as about the inconsistent messages they seem to be getting from Kampala).

What also appears to be missing from the discussion of staffing norms is the consideration of strategies such as double shifting, multi-grade teaching, alternate year recruitment, and adjusting the school day, that can be used effectively to deal with the extremes of school overcrowding (in urban areas) or low enrollment and small class sizes (in rural areas).

Further discussion of this issue is needed to make decisions on regulating the hiring and deployment of teachers; SUPER can facilitate this process.

Sustainability of salary increases

SUPER support of the rationalization of the primary education teaching force was a major contribution to reducing the additional cost associated with increasing teachers' base salary. However, future sustainability of this policy objective hinges on whether the Ugandan government can continue to raise salaries, especially if it pursues Universal Primary Education (UPE). Salaries will need to increase further in the future (by an additional 62 percent) to achieve the living wage. And, progress towards UPE will require growth of the teaching force (the Ministry's target of UPE in 2003 implies expansion of access at six percent per year). Whether these education sector objectives can be accommodated depends on the success of macro-economic reform--growth in the economy and improvement in government revenues.

SUPER's continued provision of NPA will help the Ugandan government overcome its projected budget deficit (cash) of US\$ 137 billion in 1995/96, and US\$ 121 billion in 1996/97. However, the projected cash deficit is based on a public service wage bill projected at US\$ 156 billion in 95/96, and US\$ 190 billion in 96/97. Those figures, presently under discussion with the IMF, were modified to US\$ 160 billion for next fiscal year and US\$ 220 billion for 96/97. In the near term, the sustainability of teacher salary increases and growth in access to primary education will probably depend on significant levels of external support.

In addition to the reforms incorporated in Uganda's Structural Adjustment Program (namely, improvements in revenue of one percentage point of GDP per year, further retrenchment in the public service, and control of non-essential development and recurrent expenditures), extending education sector reforms to levels beyond the primary level should improve the availability of domestic resources to sustain improvements in teachers' salaries. In particular, the MPS proposed developing and enforcing establishment ceilings for secondary institutions, and the Ugandan government is implementing its policy of eliminating boarding secondary schools. As part of the IDA, the Ugandan government agreed to reform the pattern of resource mobilization and allocation in the education sector. Specifically, IDA is supporting growth in central budget allocations for primary education and shifting boarding

costs of post-secondary students from government budget to the beneficiaries (*Staff Appraisal Report, Primary Education and Teacher Development Project*, IDA March, 1993, p. 65).

C. Recommendations

Based on the progress made on this policy objective and on the issues discussed above, the team proposes the following recommendations:

1. NPA and conditionality

Continue to play an active role in sectoral policy dialogue and allow specific conditionality to change as required by the evolution of the Ugandan government's reform.

- Encourage the MOES to build capacity to model the effects of different policy decisions, in terms of future growth in the sector and the attendant cost implications. Cooperate with the World Bank, as needed, to maximize the effectiveness of its technical support to the EPU.
- To develop demand for better policy analysis, encourage the Ministry to respond to cost issues and consider trade-offs associated with different strategies. In particular, encourage continuing dialogue among Ministries and its spread to public debate whenever possible. Use avenues of pressure and advocacy such as the media, the legislature, local governments, and churches.
- Encourage the Ugandan government to review all the existing financial studies of the education sector and augment these with further analyses as necessary.

2. Salaries

- Given the current macro constraints, adjust fourth tranche conditionality to reflect the Ugandan government's likely inability to meet the living wage target for FY 95/96.
- Work with the MOES, MPS and MFEP to develop the framework for salary adjustments and growth in teacher employment over the next few years, using a baseline of the current staffing levels and a likely compromise base salary for 1995/96. MFEP macro-projections, which form the basis of its negotiations with the IMF, should include realistic multi-year estimates of numbers of teachers, changes in base salary and required teacher service wage bill allocation.
- In conjunction with the multi-year perspective recommended above, help the Ugandan government articulate its ultimate objective in the area of teachers' terms and

conditions of service. Address issues such as how to structure future salary increases, so as to maximize their impact on teacher performance, other incentives to be incorporated into the total teacher remuneration package, and how to link teacher assignment and salaries to maximize rational deployment.

- Analyze the role of non-pecuniary enhancements to teachers' terms and conditions of service needs.
- Implement a sample-based monitoring and evaluation system that can assess the impact of salary changes on teacher behavior, performance and motivation, as well as on the quality and quantity of entrants to teaching profession needs.
- Introduce into the policy dialogue, information from the monitoring and evaluation system to inform future decisions about adjustments to teacher compensation.
- Pursue links between Policy Objectives One and Two. For example, examine the role communities can play in monitoring teacher behavior and performance, or how government increases in teacher pay effect how communities decide to make use of their contributions to school financing.

3. Staffing

- Support dialogue on the issue of establishing a workable school staff ceiling formula.
 - Provide information and examples from other countries where staffing norms were successfully implemented (e.g., Guinea). Strategies such as double shifting, multi-grade teaching, and alternate year recruitment, should be raised for consideration. Minimum workloads defined in terms of class-hours can also be considered.
 - Consult communities on staffing norms. Begin an effort to inform and educate school management committees, parents and founding bodies, to enlist their support for more rational personnel deployment. This could be accomplished through activities of Community Mobilization associated with Policy Objective Two.
- Given the eventual decentralization of personnel management for primary education, coordinate efforts with the MFEP, MPS and the Teaching Service Commission to build capacity at the district level to manage teaching personnel.

IV. Policy Objective Two

Policy Objective Two is to allocate resources to allow local-level decision-making on school management for improving quality and increasing the equity of primary education.

Policy Objective Two is complex; the team's analysis of progress to date involves three aspects:

- Local level decision-making;
- Improving school quality; and,
- Increasing equitable access to school resources.

Each of these is a factor in both the project and NPA components of SUPER. The team's findings, conclusions, and recommendations on Policy Objective Two are analyzed below in terms of the project and of NPA.

A. Findings

1. The project component

While the project component of SUPER focused on improving the quality of school inputs, the project also includes two components that address Policy Objective Two: Community Mobilization and, to a lesser extent, Management Training. The project's achievements in these components are described in detail in the contractor's 1994 Annual Report. In brief, the project hired one community mobilizer who is working in the Gulu area, and another who is helping to develop a national strategy, primarily by writing training materials. These materials include seven units:

- Providing a Place to Study;
- Monitoring Children's Attendance;
- Providing Meals to Children;
- Monitoring School Programmes;
- Girls' Attendance and Persistence²;
- Parents Ability to Communicate with Teachers; and,
- Participation in School Construction.

The Community Mobilization unit did not get off to a good start. Staffing delays on the part of both the SUPER contractor and the Ministry meant that the Community Mobilization

² This is the only equity issue being addressed by the Community Mobilization Unit.

Specialist did not begin work until July 1994,³ and the Teacher Development and Management System (TDMS) counterpart only began work in April 1995. A consequence of these delays is that the activities described in the first work plan, with target dates in 1993 and 1994, were completed much later than planned or have yet to be completed. For example, production of a community mobilization field manual was targeted for May 1994, but the manual was not completed until spring of 1995.

2. The program (NPA) component

Funded by NPA, incentive grants generate local currency for use by the Ministry. One major argument for NPA is that the benefits of USAID/U assistance are more likely to be sustained when the Ministry must work out its own planning, staffing, and support for conducting tasks. Thus, the Ministry was left to develop a plan for the Incentive Grants program. The SUPER staff helped the NPERPMC form a Working Group, that, in turn, held a two-day workshop to produce a plan to submit to USAID/U to satisfy a condition for the release of tranche one funds. The Ministry, rather belatedly, assigned someone to the task of coordinating the Incentive Grants program.

The plan included the following elements:

- Each district will receive grants for two years, and all 39 districts will have benefited by the end of the SUPER program. Phase 1 includes 10 districts (the TDMS districts), Phase 2 covers 15 additional districts, and Phase 3 covers the remaining 14 districts.
- Criteria for school eligibility are that it is government-aided, poor (as determined by PAPSCA classification), has a viable and sustainable project supported by community participation, an active management committee, and already supports a large number of disadvantaged children (defined as needy girls, orphans, gifted children, handicapped children, and street children).
- Each school's project proposal will be screened and evaluated by the education structure up through the district level.
- Up to 3 million shillings will be available for each school.

Only when the time came for the release of the second tranche of NPA funds did the Ministry realize that the structure to implement this plan was not in place. Four months

³The first person hired for the position did not work out and there was delay in finding a replacement.

before the targeted time for awarding the incentive grants, a Ministry staff member was assigned to coordinating the grants activity, a task defined as a 50 percent appointment but without a reduction in her other tasks. She had no administrative support from the Ministry, though the PIU was to make transportation available and to provide allowances for those participating administering the grant program. However, because the appointment had been made so close to the time that the grants needed to be disseminated, no costed work plan was in place, and the PIU had not budgeted funds to support the program.

In spite of these handicaps, one month after her appointment, the Grants Coordinator opened an account for the \$300,000 designated for incentive grants, and the grants were awarded near the targeted date.

A few weeks after her appointment, the Ministry, with support from SUPER, held a second workshop. Participants decided on some changes to the Incentive Grants scheme. They agreed to:

- Retain the criteria for eligible district and schools, with the added requirement that the school have a head teacher with a "good track record" and ability to present a sound and viable accounting system;
- Retain the criteria for disadvantaged students;
- Propose the same size of grant per school;
- Determine the number of grants to be awarded to each district according to its population of school-attending children; and,
- Establish the nature of the management structure for the Incentive Grants Scheme and the functions for each level.

In addition, workshop participants designed administrative materials, such as an application form and information sheets for education personnel, and worked out the details of when and how information about the grants would be distributed, proposals collected and screened, and the selection of awardees determined.

A significant change in direction emerged during this workshop in an address given by the Commissioner of Education (Administration), who announced criteria for school projects that could be awarded grants. The project had to be:

- Sustainable;
- Involve the enhancement of skills;

- With greater rating or weight given to a money-generating project;
- Adequately "documented, costed, and bankable"; and,
- Have a clearly defined management framework.

He proposed projects such as poultry, pig raising, bee-keeping, dairy farming, farming, grinding mills, tailoring, knitting, weaving, crafts, baking, carpentry, brick making, and pottery. Although it was never stated, it was clearly assumed that the incentive grants would be used to assist disadvantaged students by covering the cost of their school fees. Other approaches mentioned in the PAAD and suggested by SUPER personnel during the first Incentive Grants workshop were no longer mentioned.

During the next few months, the Ministry, with SUPER help, accomplished the following:

- A workshop for the District Education Officers (DEOs) and District Executive Committee (DEC) chairpersons from each of first ten districts to explain the grants program and provide them with applications and information sheets to distribute through their own networks to all schools in their districts.
- A radio announcement to inform all schools about the incentive grants and the proposal process.
- A workshop in Gulu, given by the Grants Coordinator, the newly-hired SUPER project Community Mobilization Specialist, and the Community Mobilizer for Gulu District, in each of the ten districts to inform members of the Education Committee, representative head teachers, and RC chairpersons about the program and what information they needed to convey to the schools.
- Schools completed applications, wrote proposals, and submitted them to the sub-county RC committee for screening.
- District Education Officers (DEOs), Inspectors (DEIs), and DEC chairpersons met to evaluate the proposals and select those that would receive the grants.
- Head teachers, PTC and school management chairs were invited to a training session on project management, monitoring, and evaluation.

Since the award of the incentive grants, funds were distributed to the schools--most in November 1994--and most schools' proposed projects have begun. All grant recipient schools proposed income-generating schemes to pay fees for disadvantaged students. The Grants Coordinator began to visit each of the schools to monitor the process of the projects.

3. Corrective actions

The Ministry and SUPER staff recognized weaknesses in implementation and took actions to correct the problems. They amended the contract to provide resources for hiring five area community mobilizers, in addition to the Community Mobilizer in Kampala. In addition, they held a third Incentive Grants Scheme workshop to discuss the experiences associated with the award of the first 100 grants and to propose ways of improving the process.

B. Conclusions

Design and implementation flows constrained progress toward Policy Objective Two. Below is a discussion of the constraints that relate to both the NPA and project components, followed by issues of concern within each of the two components.

1. Program-wide concerns

Design inconsistencies

The SUPER design includes the following elements related to Policy Objective Two:

- *Goal:* To improve the quality and reduce inequities in primary education.
- *Purposes:* To improve school administration, management and accountability; to reduce inequities in persistence among different groups of children.
- *EOPS:* Parents and community leaders will participate more actively in improving the quality of their primary schools and encouraging students to stay in school.
- *Output:* A program of Incentive Grants to fund strategies to increase persistence among disadvantaged groups and to raise school quality (stated somewhat differently in the Logical Framework: 2,500 schools receive incentive grants for implementing strategies to increase persistence rates and community).

Examining the progression from Goal to Outputs, first, no EOPS corresponds to the goal and purpose related to equity, and, second, that the goal and purpose of equity are translated into "Incentive Grants" as the only output. The failure of the design to spell out more precisely how equity is to be achieved, and how incentive grants relate to equity, have plagued the implementation of this Policy Objective.

Throughout the design, quality receives more attention than equity. While improving the quality of primary education is addressed through the other policy objectives and through the

project component of SUPER, only does Policy Objective Two address increasing equity in primary education.

The possibility for inconsistent interpretations of how the quality aspects of Policy Objective Two are to be addressed may stem from the absence of outputs that relate improvements in school quality to local-level involvement in school management. By contrast, the EOPS and Outputs specifically describe "encouraging students to stay in school" and "increased persistence" as how inequities among groups will be addressed. However, the determination of *which* groups of students are at stake is not consistent between the framework wording, (which specifies "disadvantaged groups") and the Logical Framework (Logframe) wording, (which is silent on this matter).

Increased local-level decision-making appears only in the EOPS. It is neither in the goal statement nor among the purpose statements, and is not explicitly referred to among the program outputs. This is of great significance for both the quality and equity components of Policy Objective Two; the design itself creates a vague description of the methodology to be used to achieve these changes.

The technique for addressing quality and equity declared in the Outputs is a "program of Incentive Grants to fund strategies." It is clear from reading the text of the PAAD that SUPER will help parents and community leaders participate in designing and implementing incentive grants as a means to increase their participation in making decisions about school governance; this, in turn, is assumed to lead to improved quality and equity of their schools, although this connection is not clearly stated.

The conditionality related to Policy Objective Two stipulates only that the Ugandan government provide a plan for a community Incentive Grants program, that it budget \$300,00 or more per tranche as a separate line item for incentive grants, and that the targets for incentive grants allocations are met for each tranche. This conditionality addresses only the awarding of grants, not what they are awarded for (quality improvements in schools and improved persistence in school of disadvantaged children), what the strategy for improvement is to be (local-level involvement), or who is to receive them (disadvantaged groups).

Issues and options for redesign

There are several options for amending the project design to provide a clearer implementation path.

- *Eliminate Policy Objective Two and conditionality relating to it.* While simplifying the design, this would void the program of an equity component as envisaged in the design.

- *Require the Ministry to prepare a new Incentives Grant plan, that defines the awards' objectives, processes they should encourage, and recipients, and how the Ministry will establish the grant implementing and monitoring structures. This is the most conservative--yet cumbersome--option.*
- *Define what is meant by local-level decision-making and what type of equity is to be addressed. Here there are a range of possible interpretations.*
 - *To address regional inequities, incentive grants could be offered to disadvantaged districts. This would allow opportunities for local-level involvement in helping disadvantaged children.*
 - *To target a particular disadvantaged group, such as orphans or P4-P7 girls, a national policy could be established. This would, however, eliminate any local-level decisions on who is disadvantaged.*
 - *The Ministry's current plan for addressing this policy objective lets local-level decision-makers specify which disadvantaged groups are to be targeted. (The revised plan defines the target as girls.) Local level decision-makers are defined as the administrators of the school and the PTA.*
 - *Local-level decision-makers could instead be defined as parents in the community, who could address a specific equity issue, such as girls' persistence, and a specific quality issue, such as improving teacher attendance.*

The team's specific suggestions for implementing these options are described later in this chapter, after the analysis of the current implementation of Policy Objective Two. Below is an examination of the two components of implementing Policy Objective Two: the project and the program (NPA) components.

Disjunction between Incentive Grants and Community Mobilization

In contrast to the intent of the design of SUPER, the incentive grants have not been used as a resource around which to mobilize communities. The PAAD describes a strategic relationship between Community Mobilization activities and Incentive Grants. The Request for Proposals (RFP), derived from the PAAD, described the link between these two units, stating "an important aspect of mobilizing communities to improve their schools is the incentive grant scheme to boost school quality and increase access/persistence for disadvantaged pupils." One of the four specific responsibilities for the Community Mobilization Specialist, listed in the RFP, is to assist in the Incentive Grants program; others are to assess reasons for lower female persistence in primary school and recommend strategies to increase girls persistence.

There are three interrelated explanations for the separation during implementation of the Incentive-Grants scheme and the Community Mobilization component of the project.

- While the text of the PAAD and subsequent documents describe how Community Mobilization is to be based on incentive grants, the elements of the design itself--purposes, EOPS, outputs, and inputs--are confusing in this respect. It is not clear which parties--the Ministry, SUPER, and USAID/U--have the responsibility for what action.
- The delays (described above) in hiring TDMS Community Mobilization staff, a SUPER Community Mobilization advisor, and a coordinator in the Ministry of the Incentive Grants program, made it impossible for these people to work together to conceptualize a Community Mobilization program based on incentive grants..
- In contrast to Policy Objective One and project objectives, for which USAID/U, the Ministry, and SUPER joined forces when required to make extra effort to meet them, much less of an effort was made to solve the problems facing the implementation of Policy Objective Two. To meet Policy Objective One, for example, the three parties put many resources into conducting a head count and devising and implementing an establishment formula. To meet the project objective of implementing the TDMS, SUPER created a Task Force and hired consultants to determine in detail how the new PTCs would operate. However, Policy Objective Two did not receive this extra attention.

SUPER staff did not fail to provide technical support to the Incentive Grants program (they have clearly given such support), rather the Community Mobilization strategy was not designed around the Incentive Grants. No technical assistant, either short-term or long-term, stepped into the breach to sort out design problems and take responsibility for an implementation plan that would address the equity concerns of Policy Objective Two.

As a result, the manuals that the Community Mobilization staff are writing are separate and unrelated to the Incentive Grants program. And the Incentive Grants were introduced outside the context of the Community Mobilization strategy.

Fortunately, as discussed above, SUPER and USAID/U took steps to resolve these problems by hiring five community mobilizers. These individuals will benefit from the experience to date with Incentive Grants and have the opportunity to build their activities around these grants. The Ministry, with help from SUPER, also revised the Incentive Grants strategy to better reflect the policy objective. The evaluation team concluded, that with the corresponding changes in the SUPER design, constraints to meeting the policy objective can be fully alleviated.

2. The project component

Within the project component, there are some constraints to meeting Policy Objective Two.

Inherent limits of the cascade model of training

The larger units of the project, Primary Teacher Education and Tutor Training, use the cascade model of training. This model follows a hierarchical scheme, disseminating messages from a central source through multiple layers until the targeted audience is reached. The Community Mobilization and Management Training units of the project also adopted this training-of-trainers model.

It is noteworthy that the language used to describe this component shifted from the time of the project design. Documents describing the activities of the Community Mobilization unit moved from language on parents' "*participation in decision-making*" to the "*training of*" parents to adopt specific behaviors. Whereas the design seems to have intended that the project would *establish processes* for improving school-community relations, SUPER staff now describe the goal of this unit as *changing specific behaviors*.

The cascade model corresponds to the traditional and accepted method of social organization in Uganda, a method through which individuals "mobilize" those perceived of as being on a lower level of the social organization by instructing them in what they *should* do. One Community Mobilization staff person described Ugandans' concept of mobilization as "getting them to agree to something." "Mobilization" is a strategy used by the Resistance Council (RC) system that links local communities to progressively larger political organizational units through an elected representative system. It is also used by district-level officials in education, who use it as a didactic means of educating school managers in their responsibilities.

Use of the cascade model for community mobilization raises two distinct issues:

- If the goal is to "mobilize" communities to take clear-cut actions, then the needs of the community should be ascertained before an action is prescribed and "cascaded."
- If the goal is to increase the decision-making power of community members, then the cascade model may not be appropriate, because its effect is to be directive, not empowering. While the cascade model may be appropriate for teacher training and curriculum reform, it does not match the stated goal of "allowing local-level decision-making."

If the goal of a training activity is to get people to do a relatively simple and prescribed task, then the cascade model can be effective. This spring in Mubende, during the field testing of the SUPER materials on community mobilization, the staff tested a unit on school lunch programs. Two months later, among 24 schools in one sub-county where the materials had been tested, 21 had begun a school lunch program.

(There is, however, a certain inconsistency to this outcome. One of the goals of the SUPER program is to decrease inequities, a goal that was addressed primarily to date by attempts to lower fees for disadvantaged students. School lunch programs require parents to pay additional school fees, sometime amounting to as much as the PTA fee per term. All parents were required to participate as it was believed to be too difficult a task to manage a voluntary program in which only some students purchase lunch. In general, the teachers were enthusiastic about the program, seeing it as a return to how schools had been managed when they were children and such lunch programs had existed, and ridiculed "packed" lunches brought from home.)

But the model is not always appropriate even for such clear-cut messages. When SUPER staff tested the same materials in Gulu, the evaluation team was told that they found that the community was confused by the unit on school lunches because supplying food has never been a problem in that district.

The messages to be conveyed to the parents in the local community may be too complex or unsuitable to be communicated through these structures. Due to the multiplicity of the layers through which each message must travel, very little of the original participatory style and content may actually reach those local community members who would most benefit.

Use of the RC and education structures to implement that model may also be inappropriate. For example, officials in the education structure, from DEO to teacher, are unlikely to want to urge parents to vigilantly monitor the attendance of teachers; also, parents are unlikely to take seriously the suggestion that they play this role when it is proposed by representatives of the system they are being asked to monitor.

Problems in implementing the cascade model

According to the present plan for implementing Community Mobilization activities, the two TDMS staff people responsible for this component will train six "mobilizers," one for each of the active TDMS areas, in how to use the materials they have written. The six mobilizers will train district-level and county-level education, and RC officials in the use of the training materials and methodologies. The district and country representatives will then, as a task

added to their existing responsibilities, train RC sub-county, NGO representatives, and other volunteers, who will--also as an added task--train community members.

There are several problems with the implementation plan.

- Except in the case of the six mobilizers, who will be given motorbikes, it is not clear who will travel or how transportation will be provided.
- The length of the training program decreases at each level of the cascade--two weeks for the mobilizers, two days for the district-level trainers, and so on, and consequently becomes more shallow and more difficult to reinforce. Some district-level volunteer trainers who were trained for two days in March, during the field testing of materials, could not recall during the first week in May, their training in the general content of the units. Yet they are expected to train others.
- Techniques for getting community members to participate in exploring an issue are not easily mastered, especially within a culture that generally depends upon direct, top-down requests for compliance. Research in this field, as well as the experience of organizations working in communities in Uganda,⁴ suggest that extensive training of a carefully selected cadre of mobilizers that works directly within communities has greater impact than a larger corps of marginally trained individuals who operate within a hierarchal structure. Research conducted during the design of the SUPER program made the same point, asserting that:

"many of the NGOs working in the field of education note that the most important aspect of their programming is having staff on location at the sub-county or parish level to mobilize parents and communities..."⁵

- Community meetings have costs attached. A participant in the field testing exercise said people expected to be fed when invited to this kind of event, and some expect to be paid allowances, but no such resources are made available.

Delimiting areas of community mobilization

The logic leading to the definition of the six TDMS catchment areas was based on the proximity of PTCs to the schools they serve, which did not always correspond with the

⁴See list of contacts.

⁵Anne Fleuret, 1992. p. 51.

Ugandan government's administrative district boundaries. Some district officials who are asked to train community mobilizers, must limit their activities to the parts of their district within a catchment area. Given the Ugandan government's decentralization program, through which district officials in education and RCs will have much more autonomy and responsibility for their constituents, this could be a problem. Asking mobilizers to serve catchment areas rather than districts could make it more difficult for them to capitalize on the district organizational units. In addition, locally coordinated activities with NGOs working in various areas of the country are easier to manage when they incorporate the same geographic area. All the NGOs the team met, work in areas defined by district boundaries.

Integration with other project activities

Another consequence of the marginal position of the Community Mobilization unit is that activities in this unit are rarely related to the activities of the other units. For example, the Management Training unit has produced training modules entitled "School Community Mobilization," "PTA and School Administration," and "Working with Parents and Pupils." One section of the Management Training materials describes how to promote parental involvement in the school through Incentive Grants. The Community Mobilization staff have neither contributed to nor even seen these materials.

The materials produced by the Management Training unit are from a perspective *within* the school. For example, the school management committee training is advised to follow up on a *pupil's* absence from school. The Community Mobilization materials, in contrast, are written from a perspective *outside* the school and advise on how to follow up on a *teacher's* absence. If these materials were designed to interrelate and their presentation coordinated, their impact might well increase.

3. The program (NPA) component

There are some issues concerning the implementation of the NPA component.

Using grants to pay the school fees of disadvantaged students

The decision to use incentive grants to pay school fees is based on the widespread belief that inability to pay fees is the most frequent cause of students dropping out of school. But this explanation masks a variety of other causes of dropping out. In designing SUPER, the

Mission commissioned research throughout the country to find out why girls drop out of school. The researchers concluded that:

"With the exception of the North and some of the households headed by elderly single women, the data...indicate that resources to provide for the educational needs of children are often available if the parents/guardians are willing to allocate them to educational ends....But parents often have other priorities, even if they are reluctant to state them, and the fact that an informant declares that the child left school because of lack of fees does not mean that economic resources truly are not available."⁶

There is also a pragmatic reason for using grants to pay fees: it is easier to account for how grant funds were spent as the school simply counts the number of students for whom fees were paid. When meeting with officials at schools that were to receive incentive grants, the Grants Coordinator and Community Mobilization team members urged the schools to enroll designated students at the beginning of the term, both so that students could benefit from the entire year of schooling and community members could see that the grant funds were being spent in the agreed-upon manner. But among the schools visited in April and May, only seven of seventeen enrolled students who were intended to benefit from the fees generated by the grants. Those students were often asked to take on many of the tasks of the income-generating projects, such as bringing water each day for the chickens or feeding the livestock.

The use of incentive grants to pay school fees defies the researchers' findings that the reasons for girls dropping out of school vary from one community to the next. Apparently, the Ugandan government's urgency of requesting and awarding grants in time for a tranche of NPA funds to be released, led to grant proposals written without consideration of local needs.

Community involvement in preparing grant proposals

Dictating the use of incentive grants also undermines SUPER's strategy for strengthening community involvement in schools by analyzing the ways they can improve school quality and equitable access to schooling within their own community. The evaluation team visited a number of schools that had been awarded incentive grants. In most schools visited, the head teacher, chair of the PTA, or some combination of those leaders had written the proposal, with very little involvement of the rest of the community. There was no trained

⁶A. Fleuret, 1992, p. 39.

facilitator available to help community members discuss their problems and address possible solutions.

The current grant award process raises questions on how local-level decision-making is being fostered and whether the grants program is expected to create change by virtue of providing resources to the community or by fostering local analysis of problems and solutions, which then leads to changes in attitudes and behaviors.

Research indicates that community mobilization works best when there is some issue around which to mobilize.⁷ The Incentives Grants could provide such an issue, an incentive to the community to analyze its own specific educational quality and equity problems and decide jointly how the grant could best be used to confront those problems.

Using incentive grants for income-generating projects

Most schools awarded incentive grants had proposed income-generating projects. This choice reflects the traditional means of funding school operations. There is widespread use of such income-generating projects at schools throughout Uganda. Many schools incorporate income-generating schemes into schools management: for example, raising agricultural products to feed teachers and thus lower the teachers' cost to parents, or making bricks to lower the cost of building classrooms. Many teachers take on income-generating projects (with student help) to supplement their wages.

But not many of these projects succeed in generating steady income; frequently, they are found to be risky operations with a high probability of failure. Using Ugandan government funds to finance such ventures adds the risk that such funds will never benefit the intended recipients--disadvantaged students. Most grant proposals that the team read barely mentioned the goal of the income-generating scheme as financing school fees of disadvantaged students.

Among the schools in the Bushenyi, Masaka, and Tororo districts that received grants, poor planning led to the implementation of some income-generating projects that are already experiencing difficulties. For example, one school purchased two expensive purebred "exotic" cows (not the local breed or mixed breeds that have greater resistance). Both cows were bred before purchase, which added to their expense; one has already miscarried its calf, is diseased, and producing little milk. Another school spent all its 3 million shillings, plus another 1 million collected from parents, to build an elaborate chicken house and to purchase 500 chicks. Only 235 chickens survived, and the school now has only 90 thousand shillings

⁷Otto, J. and A. Drabek, *Designs for Collaboration: A Study of PVO/NGO Umbrella Projects in Africa*, 1992.

left for chicken feed, which costs 12 thousand shillings per bag and is used at the rate of four to five bags per week (this is beginning to sound like a math problem). Most of the schools are far behind schedule in their projects and unlikely to produce enough profit to pay the fees for many, if any, disadvantaged students this year. A number of schools experienced significantly increased enrollments, as more parents send their children to school hoping they will receive a fee waiver.

The grant size

The Incentive Grant Scheme Working Group debated the amount of money to be awarded in each grant. Group members live within or near Kampala and are accustomed to the cost of living in that city. Consequently, most believed that 3 million shillings was not too much to award in a grant of funds for use in an income-generating project.

From visits to schools, the evaluation team found that three million shillings can buy a great deal in rural areas, where capital is in short supply. One school became an active production center by diversifying its grant funds into three projects: a short-term investment (buying young bulls, allowing them to graze on school land for four months, and then selling them at a profit); a low-profit long-term project (making bricks); and a high-profit long-term project (raising pigs). Another school built the ultimate chicken palace, a building that was conspicuously grand in comparison to the school classrooms and the single teacher's house. A number of schools used little of their grant funds as the immediate needs of their projects were not that large.

District officers agreed that the grants were too large, in most cases, often leading the school to invest their funds in extravagant enterprises. If smaller grants were offered, more schools could receive grants.

Criteria for use in awarding grants

The decision on which schools would receive grants was made at the district level. This was a result of both the Ugandan government's decentralization of school services, and the limited staff in Kampala. Although selection guidelines were set in the second workshop and rating forms distributed to district offices, each district ended up using its own system for selecting grantees. The guidelines stipulated too many criteria, and these were not prioritized. As a result, grants did not always go to the most disadvantaged schools. In one district visited, the DEO and his staff decided that the primary criterion was disadvantaged schools and eliminated from the competition schools that were better funded. But in another district, the primary criteria were the soundness of the project and the sophistication of the

proposal.⁸ In all the districts visited, officials distributed grants evenly among counties⁹, and among religious foundations that support schools. Among schools visited, the percent of girls selected for grant-funded scholarships varied widely, suggesting that not all schools understood the selection criteria in the same way. One school was an all-boys school and thus unable to make grants to girls.

At one school, scholarships were given to students already classified as "schools dependent" and not expected to pay fees. Another grant recipient school was for "mentally handicapped" children. In general, the evaluation team found considerable variation among districts and among schools in the criteria used to excuse school fees. This might be a positive sign, indicating flexibility to local conditions, but it might also be the result of hasty implementation or political pressures.

The head teacher also became a consideration in selection. Some officials objected to making grants to disadvantaged schools on the grounds that head teachers in these schools were poor managers and would be unable to manage income-generating projects with sufficient yield to provide scholarships. (They argued that head teachers at disadvantaged schools *had* to be poor managers, because a head teacher who had demonstrated skills would have been offered more money and moved to a better endowed school.) In some districts, this criterion dominated, and schools selected to receive grants were not the most disadvantaged, but those with the most highly regarded head teachers. These decisions reflected a primary concern for the school's ability to manage money rather than for addressing inequities.

Redefining "disadvantaged" students

In the spring 1995 workshop to redesign the Incentive Grant Scheme, participants used the experience of the first round of grant awards to refocus the incentive grants and better define the distribution process. The vague definition of "disadvantaged" in the first round of grants created problems in awarding grants. The members of the Working Group decided that all grants must be given to those schools in each district that were poor (as determined by the amount of fees charged) and rural--a decision that the evaluation team endorses.

The definition of "disadvantaged" that emerged in the workshop was also narrowed down from a broad range of groups, including girls, orphans, and handicapped students (the groups

⁸It is interesting that proposals from the schools that received grants in the first district were all hand-written, while almost all the proposals from the schools that received grants in the second district were typed and included elaborate budgets.

⁹In Gulu, district officers were unable to distribute the grants widely due to security concerns.

defined in the PAAD) and poor gifted children and street children (added later). The Working Group decided to narrow the definition of "disadvantaged" to girls.

The evaluation team found the Working Group's decision to narrow the intended grants recipients to girls to be defensible.

- The extent of the disadvantage girls in Uganda face in receiving schooling has been debated in many fora. But while the overall enrollment rates for girls are not that much lower than for boys, girls drop out at a higher rate, especially after P3, and in some areas of the country, the enrollment rate of girls is far lower than that of boys.
- The Ministry has a strong interest in supporting girls education. Girls' education is discussed in the White Paper on Education in the chapters on Democratization of Education and Universal Primary Education. High-level government positions were created to advocate girls' and women's education, such as a former Minister of Education who is currently both the chair of the Uganda National Council of Women and the deputy chair of the Teaching Service Commission.
- The demonstrated association between increasing girls' education and improved social indicators, such as reduced fertility and increased child health, make it difficult not to pay special attention to girls in any development program.

4. Reformulating Policy Objective Two

Beyond amending the design of this Policy Objective, the evaluation team recommends rethinking some aspects of how the design, as presented in the PAAD, is being implemented. But in view of the effort and funds already spent on design and implementation, these recommendations are guided by the team's intention to retain as much of the existing program as possible, while repairing its major weaknesses.

A two-stage revision in the implementation activities of the Incentives Grants program is proposed: the first in the coming year and the second thereafter.

Proposed 1995/1996 revisions

- Make incentive grants available only in the six areas to which SUPER community mobilizers are assigned.
- Help the Grants Coordinator to administer an endowed grants fund, and work with the Community Mobilization Specialist and TDMS counterpart to supervise and support the six mobilizers working in communities.

- Assign the mobilizers to work in the most disadvantaged communities within each of their districts. Ask them to assist parents, teachers, and local officials in discussing the nature of their constraints in (1) improving the quality of their school by making it accountable to the community and (2) increasing the persistence of girls after P3. If a proposal that addresses increasing the persistence of girls results from this discussion, it will be eligible for funding from the Ministry account.
- Involve county, sub-county, and district officers in examining proposals to ensure their involvement, but expect to fund almost all proposals resulting from the community mobilization effort.
- Determine the size of grants by: (1) the maximum number of communities that the mobilizers can work with to develop a proposal within the next year, and (2) the lowest amount of funding that is likely to provide an incentive around which to mobilize the community, to reduce the dropout rate of girls in the local school.
- Award the grants any time after (1) the community prepares its proposal and (2) county and district officers evaluated it. Not all grants need to be awarded at the same time.
- Help mobilizers to return to these communities to monitor the successes and failures of the grants and discuss the impacts with community members.
- Ensure that mobilizers continue to disseminate the materials that focus on simple types of community involvement, such as providing a place for students to study, and that they train sub-county level personnel in the use of these materials.

Late 1996 and following years

If the 1995/96 phase is successful, then:

- Hire additional community mobilizers to expand the activities into additional districts each year.
- Increase the amount of the grants fund to cover more grants.
- Apply "lessons learned" to operations, but expect each community to go through the entire process of examining its own situation.

Conditionality

Restate the conditionality to move the emphasis from the distribution of grant funds to building a system that fosters community-level decision-making on how to improve quality and increase equity in schools. Ask the Ministry to:

- create an endowment fund for incentive grants, and
- present a plan for how the Incentive Grant Scheme will be designed, administered, implemented, and monitored, toward the goal of fostering community-level decision-making.

Amending the PAAD

Although the recommendations above could be instituted right away, they may necessitate a formal amendment by the Mission. The team suggests the following changes as a means to improve the consistency between the various levels of the design.

- *Purpose:* (Reword the third purpose): To reduce inequities in persistence between boys and girls.
- *Policy Objective Two:* (Reword): Actively encourage parents to monitor school quality and to reduce inequities in the persistence of girls and boys.
- *EOPS:* (Separate the two sentences in the fourth item so that a new EOPS is): Parents and community leaders will participate more actively in improving the quality of their primary schools and encouraging students to stay in school.
- *Outputs:* (Add an item: 300 (?) communities will be mobilized to monitor teacher attendance and other improvements in school quality and/or to encourage girls to remain in school.)
- *Inputs:* Increase as necessary to meet objectives and purpose.

C. Recommendations

Amend the program design components related to equity, local-level decision-making, and incentive grants to reflect the intent of the relevant components in a coherent and rational manner.

1. Project component

Help community mobilizers to:

- Explore the use of other models for promoting local-level decision-making.
- Train individuals directly at the sub-county level within the education and RC structure in the use of participatory Community Mobilization materials.
- Define the areas where they work according to administrative districts, rather than TDMS catchment areas.
- Design Community Mobilization activities within a conceptual strategy for how to achieving Policy Objective Two.

Ensure that the Community Mobilization unit:

- Works more closely with the Management Training unit to link the content of their messages and make use of each other's implementation strategy.
- Works more closely with the Incentive Grants program located within the Ministry.

2. Program (NPA) component

- Reconsider the common practice of using grant funds to pay school fees for disadvantaged students. This precludes the process of each community's examining its own needs for improved quality and equity and addressing its own problems.
- Do not award grants for income-generating projects.
- Reduce the size of the incentive grant awarded to each school.
- Continue to give top priority to the most disadvantaged *schools* when awarding incentive grants.
- Preserve the Ministry decision to define disadvantaged *students* as girls for the purposes of the Incentive Grant Scheme; consider modifying it to include only P4 to P7 girls to be consistent with the policy objective of increased persistence.

V. Policy Objective Three

Policy Objective Three is to allocate resources to provide primary schools a sustainable supply of instructional materials needed for effective teaching.

A. Findings

1. SUPER objectives and Ugandan government reform

The Ugandan government states its commitment to providing instructional materials in the White Paper and in the Letter of Education Sector Policy. The SUPER PAAD indicates a scarcity of instructional materials as a major constraint to learning in primary schools. While the World Bank's third and fourth education projects provided textbooks to grades P1 through P4, SUPER intended that schools, not classrooms, be the targets of benefits, and thus provided for textbooks for grades P5 through P7, which would result in a school having a complete set of language, math, science and social studies books for every three students. More importantly, SUPER was concerned with the lack of a Ministry mechanism for sustaining the supply of textbooks beyond the life of World Bank projects. In particular, there was no provision for instructional materials in the Ministry's budget.

SUPER outlined a strategy for USAID/U's support to the Ugandan government's commitment to a sustainable supply of instructional materials. It would provide NPA in exchange for the Ugandan government meeting three conditions:

- A budget line item for textbooks and sufficient annual allocations to assure adequate supply of core set of textbooks to meet the targeted student to book ratio of 3:1;
- A finance plan for the sustainable provision of books, balancing national, district and PTA contributions; and,
- A cost-effective sustainable textbook supply system, including the writing, publishing, procurement, distribution and replacement of textbooks.

The Ugandan government also wanted to discontinue its long-term exclusive contracts with British publishers of textbooks to encourage private sector development in the production and distribution of textbooks and other instructional materials. SUPER supported this goal. The World Bank's fifth education project includes a provision for helping the Ugandan government evaluate its publishing contracts and assess the feasibility of local publishing and printing.

In addition to the use of NPA to support this policy objective, through the project component, SUPER would develop modules in teacher training curriculum on the use of textbooks, and modules in the school-manager training on textbook distribution and management. For district and school personnel, the project would also develop an accounting system to control the supply and distribution of books.

SUPER attention to district and school level personnel's role in the supply and distribution of instructional materials was a good decision, as subsequent to the design of SUPER, the Ugandan government decentralized many of its services, including education, to the district level.

The White Paper states that communities are expected to cover 50 percent of the costs of instructional materials. The PAAD does not mention cost recovery at the school level or cost sharing between the Ugandan government and parents. However, its call for a plan for financing instructional materials requires the Ugandan government to address this issue.

2. Instructional materials

A SUPER condition precedent to first tranche disbursement of NPA funds was the development of "a procurement plan and budget for the purchase and distribution of primary school textbooks and teachers guides to all government-aided primary schools." The Ugandan government plan that complied with that condition outlined several important aspects of the Ministry policy and strategy for procuring textbooks.

- It defined the instructional areas of math, English, science and social studies as the first priority for textbooks and teachers' guides.
- It outlined a three-year procurement plan starting in 1993/94 with 300,000 sets of core books and teachers guides, increasing to 350,000 in 1994/95 and 400,000 in 1995/96; targeting first P5 through P7, then P3 and P4, and lastly P1 and P2.
- It requested an initial allocation of US\$ 2 million to procure the first set of 300,000 books.
- It indicated Ministry intentions of achieving a ratio of one set of books for each primary student by 2003.
- The plan also recommended that starting in the 1995/96 school year, a sum of US\$ 1,000 per year per student, for each set of books, would be collected. December 1994 was the target date for delivery to the schools of the first set of books.

As a condition precedent to second tranche disbursement, USAID/U asked the Ugandan government to submit proof that it had established the separate line item for textbooks and budgeted sufficient resources to procure the first installment of textbooks and teachers' guides as stipulated in the above mentioned plan. The Ugandan government identified the required budget line item (other "fixed assets"), and allocated US\$ 3 million to it in its development budget programming of local currency.

By April 1995, the first set of instructional materials was procured, and in the warehouse, ready for delivery to primary schools. This is slightly behind the schedule outlined in the original procurement plan submitted in April 1993.

The condition precedent for the third tranche of NPA was that the Ugandan government contract for 600,000 textbooks and the related teachers' guides, as well as allocate US\$ 4 million in the 1994/95 budget for instructional materials. The increased procurement target (from the planned 350,000 to 600,000) is in part explained by changes in Ugandan government and SUPER priorities.

As with Policy Objective One, SUPER's design proved flexible enough to accommodate and respond to policy and implementation refinements as the program progressed. In actions tied to this policy objective, the Ministry made a few adjustments to its original plan.

- The one set of books for every three students was dropped as a target ratio when data were made available revealing that, especially in the upper primary grades, core textbooks in some areas were already available in sufficient numbers to meet that target.
- For the same reason, the priority originally accorded to upper primary was dropped. It became evident that textbooks were more scarce in the lower primary grades.
- The definition of instructional materials was expanded to encompass more than just textbooks and teachers' guides, so that materials more suitable to lower primary could be purchased.

3. Procurement policy

Though the SUPER design recognized the need for reform of Ugandan government textbook procurement and distribution policies, it did not make reform a conditionality (beyond the plan requested for the first tranche). The Instructional Materials Unit (IMU) of the Ministry took the initiative on these reforms. Even prior to SUPER, the Ministry was committed to liberalizing textbook procurement and promoting local private competition in writing, publishing, printing, and distributing textbooks. In response to growing pressure from the

local private sector, and through SUPER-supported public dialogue on the issue, the Ministry promulgated a new textbook policy in 1993.

The main points of the textbook policy include:

- National (Assistant Commissioner for Education Planning) and local (DEOs) authorities establish discreet annual budgets for instructional materials;
- To ensure fair competition and establish pedagogical standards, the Ministry draws up and makes available detailed specifications for textbooks;
- An independent panel, constituted by the Ministry, is responsible for vetting new and existing textbooks to certify their appropriateness for use in schools in Uganda; and,
- Schools select the books they wish to purchase.

The first procurement, supported with NPA funds, generally followed these policy guidelines. As the NCDC has experienced delays in developing the new syllabi on which textbook specifications will be based, the IMU has not been able to draw up specifications for textbooks. It did, however, constitute an independent panel to vet existing textbooks, so as to establish a list of approved texts. It then made that list available to schools, and from it the schools selected books. The Ministry allocated funds among the districts, and called in district representatives to inform them publicly of their allocation. Each DEO then determined how to divide up that allocation among the schools; schools were allowed to select as many books as they could purchase within their allocation.

After implementing procedures, the IMU recognized that it was wrong to assume that schools could make informed choices of textbooks based solely on a list of titles. As a result, the IMU began to help teachers, head teachers, and school management committees find out more about the textbooks available. It enlisted publishers in setting up resource centers at which teachers and others can examine samples of materials, and is considering using mobile resource centers in outlying areas. The TDMS training for head teachers and teachers will also include a module on textbooks.

After some debate, the IMU decided to contract with the UNEB to consolidate and distribute textbooks to schools, because UNEB has a proven logistical capacity in managing the decentralized conduct of national examinations. The IMU is also considering how, in the future, it could take advantage of competition among private transporters and/or book sellers, for distribution of materials.

Prior to this reform, NCDC was the sole developer of textbooks, and two British publishers monopolized the textbook market. The Ministry's policy reforms have already seen several other publishers emerge to compete for the textbook market and many local writers, publishers and printers are gearing up to contend with the internationals and the National Curriculum Development Center (NCDC). Publishers are aggressively marketing their books at the district level.

The IMU is looking for ways to establish a mechanism to ensure that national, district, and parent resources are combined to share the cost of instructional materials. It proceeded cautiously to set up textbook revolving funds, recognizing that two previous attempts had failed, that were supported by IDA education credits. The Ministry also tried to use a matching grant system--communities contributing 50 percent and the Ugandan government the other 50 percent, but that failed because the Ugandan government did not meet its obligation.

In keeping with the Ugandan government's major effort to decentralize the administration of education and other services, the Ministry has had to formulate plans for cooperation between the national and district levels, to ensure that schools get textbooks. In addition to the policies and procedures described, the Ministry worked out a plan for coordinating national and district funding sources. At the national level, the Ugandan government will procure core materials as envisaged in the reform. Districts, which receive block grants from the MFEP, will use some of these funds to procure primary education instructional materials. Districts will also generate revenue through school fees and other means, which can be used for books and other instructional materials, at the districts' discretion.

The decentralized district of Mpigi provides a good example. In addition to the allocation the DEO received from the Ministry for instructional materials, Mpigi received a block grant of US\$ 867 million in the current fiscal year. Of that, it allocated US\$ 550 million to primary education, using those funds to procure duplicating machines, exercise books, chalk, registers, paper, and so on. Some money was used to procure textbooks for lower primary grades, as the national government's first procurement went to upper grades. In addition, education's share of local revenue (from district taxes and school statutory fees) constituted another US\$ 130 million, which the DEO used to cover administrative costs.

B. Conclusions

1. Progress

Progress toward a sustainable supply of instructional materials exceeded SUPER expectations. The Ugandan government complied with the program conditionality for both the first and second tranche, and appears to have fulfilled the requirements for third tranche

as well. Far beyond the SUPER program's desire to see textbooks reach classrooms, the Ministry has itself taken on the issue of reforming its textbook procurement policy.

The Ugandan government established and maintained a budget line for instructional materials. Sufficient resources are being allocated to permit procurement of materials consistent with the Ministry's distribution plan and priorities. As it learns more about where textbooks actually are throughout the country, the Ministry reassessed and revised its procurement priorities.

The most impressive aspect of the progress on this policy objective is the extent to which the Instructional Materials Unit (IMU) led the effort and outstripped SUPER expectations. The IMU's decision to let schools select textbooks is to be applauded, and its ability to identify problems in that system and seek strategies to resolve them, held up as evidence of a reforming Ministry.

IMU acknowledges that its policy reforms probably slowed down textbook procurement and delivery. In comparison to the international procurement implemented under the IDA credits, the SUPER-related purchase of materials has taken considerably longer. But the benefits of reform appear to be worth the price of a five-month delay.

2. Impact

As described, the NPA designed to help the Ministry develop the means for a sustainable supply of instructional materials seems to have had the desired impact. As the first load of textbooks has yet to reach the schools, however, it cannot yet be said whether achievement of this policy objective will have a positive impact on schools and students. The Ministry has not yet established mechanisms for accounting for textbook arrival in schools or use by teachers, and for assessing their eventual impact on the quality of teaching and learning.

The coordination of central procurement and block grants to districts is reported to be working in some districts, but not in others. The MOES and MFEP both indicated that in some districts, the block grants intended for education may not have been put to use for instructional materials, or worse not at all used for the education sector.

To assess the new policy's cost-effectiveness, the Ministry will need information about the cost per book or per school of the reformed policy, relative to the former means of purchasing and distributing textbooks.

3. Policy dialogue

NPA provided the source for Ugandan government allocations to purchase instructional materials. However, unlike earlier World Bank or other donor projects, the allocation of these funds appears in a specific line in the Ugandan government's development budget. This requires the MOES and MFEP to communicate on how to allocate funds each fiscal year. NPA helped to foster this dialogue between ministries.

There are two reasons behind the decision of the MFEP, MOES and USAID/U to account for Ugandan government allocations for instructional materials in the development budget, instead of the recurrent budget. The first relates to the austerity conditions under which the MFEP is operating. The IMF enhanced structural adjustment facility requires that recurrent expenditure not exceed revenues on a month-by-month basis. The purchase of textbooks requires a large single expenditure at the time of contracting. That kind of expenditure is more easily managed through the development budget. Second, securing the initial stock of core textbooks for primary education can be treated more as an investment than a recurring expense.

Replenishment of stocks, replacement of books, and provision of materials to an expanding system will be better treated as recurring expenditures. Annual allocations can be based on the planned rate of growth in student enrollment and book life spans. After the initial stock of core materials is in place, the MOES and MFEP should plan for establishing a line item to allocate funds in the recurrent budget. The MFEP already expressed concern about progressively moving instructional materials from the development to recurrent budget.

As Policy Objective One, SUPER focussed on policy objectives as outcomes, not activities, and is therefore able to respond to the specific actions required to pursue that objective. Again, this is possible because of the decision to leave conditions beyond the first tranche to be defined as part of the procedures for annual obligation of NPA. Thus far, the result was that USAID/U was able to embrace Ministry-initiated policy reforms and devise conditionality appropriate to those changes. Again, the full engagement of the Mission in a dialogue with the relevant players in the Ugandan government facilitated the flexible, evolving approach to program conditionality.

The Mission's approach also allowed the Ministry or any other appropriate local entity to take the lead. In this case, the IMU initiated many of the policy reforms realized to date. The private sector also participated in the dialogue, arguing for opening up the market for instructional materials.

4. Concerns

Implications of decentralization

The Ugandan government's decentralization raises significant questions about the pursuit of this policy objective. To what extent will achieving the objective depend on how block grants are allocated and managed at the district level? If decentralization is fully pursued, SUPER conditions requiring central procurement of materials may run counter to the Ugandan government's objectives of local control and accountability for resources.

Also, allowing schools to select books was an important, unforeseen accomplishment related to this policy objective. But it raised the need to help schools determine which materials offer them value for money and which, if any, are having an impact on quality in the classroom. TDMS modules in these areas would contribute to developing that capacity.

Value of NPA

Up to the present, SUPER conditions helped the Ugandan government plan for and allocate resources for implementing its reformed policies on primary school instructional materials. Once the planning and implementation procedures are tested, does SUPER need to continue to condition NPA on annual allocations that the Ugandan government will be making? The effectiveness to date of this conditionality does not guarantee that the Ugandan government will continue in this direction. In fact, the MFEP expressed concern that SUPER might remove too soon a specific condition for instructional materials allocations. What else could conditionality target in support of this policy objective? Should conditions be aimed at decentralized allocation and use of block grants for instructional materials?

Textbook use in non-TDMS areas

The national scope of this policy objective presents another important issue. While the project component of SUPER is active in limited areas of the country, textbooks are being delivered to all government-supported primary schools. How will those textbooks be used in districts not yet touched by the TDMS? In past World Bank projects that delivered large numbers of textbooks to schools, an evaluation criticized the lack of training for teachers in their use and questioned the impact of those textbooks on instructional quality. SUPER should not repeat this mistake by failing to consider some cost-effective means of training teachers outside of TDMS districts.

Costing

The priority stated in the PAAD for textbooks for upper primary grade levels was dropped because the assumption that such books were not available in some cases was proved wrong. That raises the question of the basis for guiding procurement of instructional materials. The Ministry has an objective of achieving a 1:1 student to textbook ratio in 2003, at which time, it also plans to achieve universal access. The cost implications of achieving both of these objectives in eight years are astounding. The Ministry needs to assess the actual number of textbooks, teachers' guides and other materials it will need to procure.

Textbook procurement and distribution policies

The Ministry needs to develop its longer-term strategy for maintaining the supply of instructional materials. It still lacks a vision of how procurement of new books, provision of materials to new schools, and replacement and maintenance of existing stocks will be coordinated on a regular year-to-year basis. The Ministry plan submitted for the first tranche of NPA was pre-occupied with procuring and delivering new materials. Now, it needs to develop a cost-conscious plan for achievement and maintenance of a reasonable stock of materials.

The new procurement and distribution policy can be characterized by two main features: liberalization and decentralization. Both are objectives SUPER and USAID supports, though each raises certain issues, and when combined, they raise even further questions.

At issue is the eventual role of the private sector in supplying textbooks to schools. The Ministry's policy does call for competitive development of materials based on open access to its standards and syllabi. But it is unclear how competitive procurement will be managed. If decisions on which books to buy are made at the school level, then the education sector risks losing the economic benefits of large-scale competitive procurement. Publishers and book sellers could in fact end up retailing books to schools at substantially higher prices than those that could be attained through large central orders. This raises additional questions concerning consolidating book orders at the sub-county, county or district level to maintain some economies of scale; the private sector's role (and viability as an option) in distributing books, if they are purchased centrally; the possibility of including distribution costs in the books' selling price. There is also the possibility of promoting the development of local book sellers who would manage the logistics of getting books to district, county and/or sub-county distribution points, in return for an assured market.

The MOES's ability to address these questions depends on two factors: its ability to develop the longer-term comprehensive perspective and plan discussed, and on its ability, as a

function of that, to assess the cost-benefit risks associated with different procurement and distribution strategies.

Equitable allocations

The allocation of instructional materials "credits" also appears to have been based solely on enrollment figures. If allocation of credits does not take into account existing stocks of materials at the school level, then enrollment-based calculations may exacerbate inequitable distribution of materials. Decentralizing the decision-making to the school level may help resolve this issue--schools were able to order new materials as a function of what they already had, however, the amount of credit allocated to the schools did not take this into account.

Cost-recovery

SUPER has not yet been concerned with cost recovery for instructional materials. Yet the eventual need for recovering at least some costs raises important issues. It is questionable whether the supply of instructional materials can be sustained without some cost recovery mechanism. With the implementation of Ugandan government reforms in teachers' salaries and instructional materials, the cost and financing dynamics of primary education are changing. For example, salary increases have, to some extent, freed up local resources that previously went to topping off teachers' pay. It is possible that the elimination of statutory fees may result in increased central allocations for education. Will districts be expected to make up that difference?

The Ugandan government intends to implement a cost recovery policy starting in 1995/96. Yet parents already pay substantial fees for their children's schooling. Can the Ugandan government ask them to pay an additional fee? If statutory fees are to be eliminated, as advocated in the White Paper, then cost recovery mechanisms for textbook supply might be easier to institute. On the other hand, parents may believe that the Ugandan government's promise of free education includes free books.

One lesson from many countries' attempts to establish textbook revolving funds is that appropriate use of and accountability for funds are greatly increased when management is maintained at the local level. Attempts at centralizing fee receipts are what usually lead to mismanagement of funds or reassignment of resources from the intended use.

Coordinating donors

In its draft policy statement on the provision of textbooks, the Ministry proposes that all donor funds allocated for textbook procurement be subject to the prevailing Ugandan

government policy. It is encouraging to see the Ugandan government take the lead on the issue of donor coordination and SUPER should support these attempts at enforcing policy. This will help to avoid concurrent de facto implementation of different procurement policies due to donor intransigence.

The Ministry could also coordinate donors' involvement in supplying textbooks by asking donors that have not been engaged in TDMS activities to help teachers in non-TDMS areas use textbooks. Experience reveals that students sometimes never see textbooks because schools keep them under lock and key to protect them. Head teachers will need training in how to manage textbooks so that they are preserved, yet used. Teachers will also need to be trained in the effective use of books with students. Other donors may be persuaded to provide these services, pending the nationalization of the TDMS.

Sustainability

The sustainability of the supply of textbooks to primary schools hinges on the evolution of the macro-economic situation, whether UPE is pursued at the expense of other recurrent investments in the sector, the extent to which the cost of materials is shared with parents, whether liberalization of procurement will lead to cost savings, and how decentralization will impact allocation decisions.

Cost recovery or cost-sharing between the Ugandan government and parents will increase the likelihood of sustaining the supply of educational materials. With cost-sharing should go greater parental/community oversight and management of instructional materials at the school level, which will also contribute to better maintenance of stocks of materials.

Weighing the cost implications of different private sector roles in the development, procurement and distribution of instructional materials is needed to determine how best to maximize the efficiency and cost parameters. If competition for the different aspects of the textbook market can drive down costs, or if economies of scale can be maximized in a decentralization framework, then the scope for sustainability will increase.

Finally, decentralization will play a major role in other ways in determining the achievement of a sustainable supply of materials. Already mentioned is the role of school management in ensuring that textbooks are available and used. As decentralization spreads to the whole country, the fate of textbooks will depend on how well local priorities match national policies. If the MFEP allocates block grants to districts, the district RC will have the power to allocate funds within that granted amount. There is no guarantee that the district council will award priority to primary education, or within primary education to instructional materials. This could seriously jeopardize SUPER's policy objective.

C. Recommendations

Based on the progress made on this policy objective and on the issues discussed above, the team recommends the following actions on SUPER's pursuit of Policy Objective Two.

1. NPA, conditionality and policy dialogue

- Continue to play an active role in the dialogue on instructional materials and allow the specific conditionality to change as required by the evolution of the reform program.
- Encourage Ugandans to participate more fully in setting conditionality, perhaps by using a mechanism such as the Letter of Intent. Invite the IMU to propose conditionality that will facilitate and support their efforts.
- Support (either through conditionality or dialogue) the Ugandan government's reassessment of its objectives for procurement and distribution of instructional materials, particularly the costs associated with different target ratios and the recurrent cost implications of maintaining cores stocks of books.
- Encourage the Ugandan government to introduce progressively, into the recurrent budget, recurring financing needs for replacing and maintaining textbook stock. Consider using conditionality to address this issue.

2. Instructional materials

- Encourage Ministry and DEO initiatives to offer training in textbook use to schools in the non-TDMS areas.
- Provide assistance to ensure that mistakes in cost-recovery schemes are corrected. Encourage local retention and management of funds. Use TDMS training and mobilization efforts to help build local management capacity.
- Provide assistance for a monitoring and evaluation system that tracks existing textbook stock and changes in textbook ratios. Assess the impact of textbook availability and use on the quality of teaching and learning. Compare the impact of textbooks in TDMS and non-TDMS schools.

3. Procurement and distribution policies

- Help the Ministry develop the capacity to conduct analysis of different procurement and distribution strategies in terms of costs, efficiency, and accountability.

- Help the Ministry to examine the implications of decentralizing responsibility for procuring instructional materials.

VI. Policy Objective Four

Policy Objective Four is to restructure and rationalize the primary teacher training system to integrate in-service, pre-service, and school management training and support.

A. Findings

In restructuring the primary teacher training system, the Ministry reformed its decision-making apparatus not only at the level of teacher training but also at a higher level, and set policies and procedures at this level to accommodate the reform of teacher training. This section discusses reforms in the Ministry. The next section on The Project discusses the reforms of the teacher training colleges (PTCs).

1. NPERPMC

The Project Agreement between USAID/U and the Ugandan government specified that as a condition precedent to the release of funds in the first tranche, the Ministry would establish an education reform management committee. In September 1993, those participating in the launching workshop of the TDMS, initiated the National Primary Education Reform Program Management Committee (NPERPMC) as the policy-making and management body of the primary education reform. This committee is chaired by the Permanent Secretary (PS), who can approve policies recommended by the committee, either alone or in consultation with the minister and other senior managers.

The NPERPMC is comprised of representatives of key offices in the Ministry and other institutions in the sector: the Permanent Secretary, the commissioners of Education (Administration and Inspectorate), assistant commissioners (primary, teacher education, planning), the Teacher Service Commission, ITEK, UNEB, NCDC, and NITEP. Other members represent the Ministry of Finance and Economic Planning, Ministry of Public Service, and Ministry of Local Government at the Assistant Commissioner level, the PIU (including the TDMS), USAID/U (including SUPER), and the World Bank. The NPERPMC meets every other week for approximately four hours.

The PIU serves as the secretariat of the committee. The TDMS, as a unit within the PIU, and with significant support from the World Bank and SUPER, has effectively taken responsibility for keeping members and Work Groups on task.

2. Task forces and work groups

The NPERPMC appointed Work Groups to conduct specific tasks leading to policies, procedures, and their implementation, to institutionalize the TDMS.

Four committees were appointed to conduct the development of curricula and syllabi and the production of materials and training events--tasks directly related to achieving the project objectives and anticipated in the contractor's work plan. These are the:

- *Primary Teacher Education (PTE) Task Force*, responsible for preparing syllabi, curricula, and self-study modules to be used in in-service teacher training. This is the largest single activity to date of the TDMS.
- *Tutor Training Work Group*, responsible for preparing residential and in-service training activities and related materials and self-study modules for the tutors.
- *Management Training Work Group*, responsible for head teacher, school management committee, and parent teacher association training and materials and self-study modules.
- *Community Participation Work Group*, responsible for mobilizing community support for improving school quality and equity.

Other committees undertook tasks not anticipated in the project design, but deemed essential to restructuring the primary teacher training system (Policy Objective Four); as such, they were convened on an ad hoc basis. These include the:

- Head Count Work Group;
- Establishment Formula Work Group;
- Implementation of Staff Establishment Work Group;
- School Mapping and Coordinating Center Selection Work Group;
- Non-core PTC Work Group;
- Qualifying Teachers Work Group; and,
- Incentive Grants Scheme Work Group.

The functions of the above-mentioned groups are described in the relevant sections of this report.

3. Policies, procedures, and structures

The activities of the Work Groups and Task Forces resulted in a series of policies, procedures, and structures at the national level, the area level, and the district level, that permit the implementation of the reformed teacher-training system (the TDMS).

- At the national level, the TDMS team established a three-phase implementation plan (preparatory phase, input delivery phase, and field support, coordination, and supervision phase). At the time of this evaluation, implementation was moving from the preparatory to the input delivery phase. The main activities of the preparatory phase were described above in terms of Work Group and Task Force activities. In addition, the national-level TDMS team developed procedures that led to the establishment of the tutor outreach positions and the design of the outreach functions.
- At the area level, several districts are served by a single core-PTC.¹⁰ Education activities are governed by an Area Coordinating Committee (ACC). The TDMS team cooperated with the administrative staff of the Ministry of Education, and the Ministry of Local Government, to establish ACCs in six catchment areas. This significantly accelerated the project design, which called for only two districts to be established during an initial pilot phase. The TDMS work plans and budgets developed in each of these areas will provide for the structures within which the reformed PTCs can operate. The ACCs have become engaged in implementing policy decisions. They assisted in mapping schools and using the maps to determine coordinating centers and outreach school clusters.
- At the district level, District Coordinating Committees were established in each of the 21 districts within the six catchment areas. These committees are comprised of representatives of the participating core PTCs, political representatives, and the District Education Officer (DEO) and District Inspection Service chief (DIS).

B. Conclusions

Immediate structures were established in the Ministry to implement the TDMS. The NPERPMC, its work groups and task forces have become increasingly effective as fora for raising and resolving issues relevant to sector reform. The NPERPMC appears to have reached an operational level that positions it for resolving issues emerging in the reform process. The committee has become increasingly streamlined in its procedures; its work

¹⁰A "core" PTC is one of the ten targeted for support from the TDMS. A "non-core" PTC is one not targeted for such support.

groups and task forces are efficiently organized and function well. The evaluation team's limited observations of activities at the area and district level confirm that those structures were also activated. By setting priorities and assigning responsibility for their analysis still remains a challenge.

The evaluation team has three concerns about the progress and unresolved issues related to the achievement of this restructuring objective:

- the pace at which districts were restructured;
- the nature of participation of NPERPMC members; and
- the role of key players throughout the education sector in this reform.

1. The restructuring pace

At the TDMS launching event in October 1993, a decision was made to initiate the reform in six catchment areas rather than two districts. As a result, the TDMS will be activated in roughly half the country before its viability is tested. This accelerated pace poses two potential problems.

- TDMS activities no longer coincide geographically with the political/administrative districts within which the rest of the Ugandan government operates. This is especially critical because the Ugandan government only recently decentralized much of its authority, and the new entities are still in the formative stage of implementing decentralized activities. The evaluation team heard some confusion expressed by education officials in those districts which fall only partly into catchment areas. These officials are puzzled as to how they will support the new TDMS in some counties of their district but not others. (This issue was discussed above in relation to the Community Mobilization activities.)
- The far more critical issue is that it is likely that the TDMS--the delivery of materials, residential and outreach training activities, and administrative and supervisory procedures--will not work exactly according to plan and will require some adjustments. It would be much easier to make adjustments in two districts than in 21. Depending on how serious the flaws in the plan are, the system implementation may be set back or even come to a standstill until major flaws are mended. Political support for the reform may diminish if implementation is seriously flawed. Also, the repair costs may be much higher than if the initial implementation were limited to a smaller area. The testing of the materials delivery and training activities will be further complicated by the inadequate field testing of the current drafts of materials. The evaluation team questions whether implementing the TDMS in four added areas,

only three months after it was implemented in the two pilot-phase areas, allows adequate time to correct major flaws that will become evident in the pilot phase.

2. Potential inequities caused by the project

The 6 core PTCs will operate in 21 of the 39 districts of Uganda. Four more core PTCs will be built and become fully operational by the year 2000. Even with the expansion from 2 to 21 districts, however, several districts in all regions of the country will remain outside the TDMS reform. As a result, these districts will not have the tutors and the teachers in their primary schools ready to embrace reform and improve the quality and equity of education enjoyed elsewhere. Yet, student-teachers and primary school children in these disadvantaged districts will take the same examinations based on reformed curricula implemented in reformed districts. The inequity and injustice of this situation are bound to become serious issues in the education and politics of Uganda.

There are numerous non-core PTCs continuing to admit pre-service student-teachers. They will be expected to follow the new teacher education curriculum and to present students for the new examinations to be taken by students in core PTCs. But they are not assured of access to retrained tutors and the new curriculum and instructional materials at the college or school level. The evaluation team received little direct evidence as to how non-core PTCs may be incorporated into the reform and how inequities among the delivery of resources to all PTCs will be addressed.

The tentative suggestions below are offered as a means, in the short-term, to begin incorporating non-core PTCs.

- In areas covered by core PTCs, incorporate non-core PTCs into the reform by supplying them with the syllabus, modules, and other instructional materials introduced by core PTCs. Offer some training and participation to their staffs in the programs of core PTCs. This should have the immediate benefit of exposing all tutors and future teachers to the new instruction materials and methodologies. (This approach was already attempted with some success by the NITEP project.)
- In areas not covered by core PTCs, the new syllabus and instructional modules must also be supplied. Tutors in these colleges should be instructed in their use and encouraged to try them as pre-service materials in pilot, geographically manageable areas around their colleges. In addition, wherever possible, these tutors should be brought into reform areas for observation and participation in core PTC programs. The contribution of these tutors is necessary to overcome staffing shortages in core PTCs, and their participation in limited reform activities at their colleges would help to prepare them for future full-scale reform. Above all, the incorporation of non-core

colleges should help minimize the stigma of a reform process that educationally divides the country and puts large numbers of children and teachers at a disadvantage.

Recognizing that SUPER was not designed to support non-core PTCs, the Ministry should be encouraged to spread TDMS benefits to these colleges, whenever it is possible to do so in a cost-effective manner.

3. Participation of NPERPMC members

Although NPERPMC has nominal responsibility for managing sector-wide education reform, the driving force of this larger reform appears to be the reform instigated by the implementation of the TDMS. When the relationship between the NPERPMC structure and TDMS activities is examined, it is apparent that the TDMS drives the agenda and activities of the NPERPMC, even while it operates largely on the edge of the Ministry.

With strong guidance from the SUPER contract staff and USAID/U, the TDMS activities dominate the agenda of the NPERPMC with issues related to the policies and procedures it must adopt to reform teacher training. Reforming teacher training is top priority, and most issues are on the agenda as they relate to this large activity. A look at the work groups formed so far, for example, reveals that most activities undertaken were required to develop the system that will lead to achievement of TDMS project objectives: the head count, staff establishment formula, school mapping, all of the materials production, and certification of teacher training courses.

There is evidence that NPERPMC can effectively resolve issues raised in the context of implementing the TDMS, for example, the issue of standards used to accept unqualified teachers as trainees. The TDMS staff proposed to include all teachers now on the job as candidates for certification, but the Teaching Service Commission objected, arguing that some candidates should have achieved at least O-levels in their schooling. Following a formal protest by the Commission, NPERPMC formed a work group to address the problem. The work group eventually advocated that all unqualified teachers take an exam to determine their general level of knowledge, and that those who passed the exam be included as trainees while those who fail the exam, be removed from the teaching force. This compromise was accepted by the committee, and UNEB prepared and administered the exam.

Yet some issues that seem critical to sector-wide reform have not been resolved by NPERPMC. These include the long-term cost implications of raising salaries, discussed in terms of Policy Objective One. They also include coordinating the development of the primary curriculum and that of the teacher training curriculum, discussed below in terms of the project component of SUPER.

A critical issue is the conflict for limited resources between the goal of Universal Primary Education and improving the quality of existing schools within the life of SUPER. The Ugandan government proclamation of universal access to primary education by 2003 poses a threat to sustainable improvements in the quality of that education. Too often, expansion of access to schooling was realized at the expense of quality. Funding the infrastructure and teachers necessary to accommodate another two million students in eight years will necessarily constrain the Ugandan government's ability to make resources available for other inputs. It is imperative that the trade-offs associated with pursuing UPE by 2003 be addressed and discussed.

The TDMS also dominates the execution of tasks assigned by the NPERPMC. This is not surprising, since the TDMS is far richer in resources than most other parts of the sector, thanks to support from SUPER and the World Bank.

The PIU's role as secretariat seems inconsistent with the organizational structure of the Ministry. In that structure, the rational locus of primary education reform management would be the assistant commissioners responsible for primary and teacher education (on both the administrative and inspectorate sides). The PIU plays a role of financial and resource (particularly vehicles) administration and is not, at least in theory, vested with expertise in matters of education policy.

4. Sustaining sector-wide reform

Project sustainability requires looking beyond the life of the project to the institutions and people who will inherit the tasks of the project, ensure continuity of reform, and, if necessary, generate further reform. Presently, the main actors in the planning and execution of reform in Uganda come from the offices of the Ministry (both headquarters and districts), the universities, ITEK, the NCDC, and the UNEB.

The level and depth of participation in the reform process differs by institution. While many are deeply involved in TDMS tasks as individuals, (hired by the TDMS for their knowledge and skills), institutional ownership of reform measures is lacking. The evaluation team, however, was impressed by the eagerness and readiness of people met in supporting reform. These are the real inheritors of the reform, its direction and execution. Some have specific functions to perform to ensure the success of the reform:

- Senior professionals of the Ministry must not only feel a sense of ownership of the reform but be central to its direction.
- ITEK must play a significant part in curriculum development, assessment, and teacher certification, as its statute requires.

- NCDC has, by statute, the task of curriculum development and instructional materials development for schools.
- UNEB plays a major role in the examination and assessment of student-teachers and school candidates.
- The EPU of the Ministry should be looking forward to strategic planning, monitoring, analysis and interpretation of the impact of reform on the whole education system.
- Universities must encourage the generation of research evidence, ideas, and dialogue helpful to reform.

Key is these institutions' readiness to resume responsibilities by the end of the intervention project. Unfortunately, the evaluation team's preoccupation with the present workings of the project did not allow sufficient time to explore this issue in-depth with all concerned.

USAID/U recognized that reform must be system-wide to design complementary support from the World Bank for reforms in curriculum design, examinations, and MIS. The leaders in the broader education sector, including the Ministry, ITEK, NCDC, and Makerere, have yet to take hold of the education reform in which TDMS is only one component.

The implication of this for SUPER, therefore, is not to ignore those institutions that are the seeds of reform. This does not mean that SUPER should furnish them with resources, but that the education sector cannot afford to have the bulk of its human resources concentrated for a long period in one subsector--outreach teacher training.

The implications for the Ugandan government are twofold:

- Other sources of support need to be found for the existing weak subsectors and institutions; and,
- Identified institutional weaknesses need to be strengthened by providing them strong capable leadership and guidance.

The Ugandan government must ensure that each institution in the sector with a legitimate function gets the resources and support it needs to become viable. A big step toward strengthening the MOES is the restructuring of the Ministry. Expected to be approved in July, the restructuring will raise the level of many current posts responsible for primary education. This will give those individuals greater authority, which should allow them more time and resources to focus on decisions and actions related to the reform.

C. Recommendations

- In managing project operations, strengthen existing and build additional mechanisms to collect feedback on:
 - tutors' and teachers' use of the in-service materials;
 - the viability of the system for delivering those materials; and,
 - the effectiveness of residential and outreach training activities.
- To avoid undue inequities in providing resources, give high priority in policy considerations to incorporating non-Core PTCs into the reform. Consider the team's suggestions.
- Plan for the gradual transfer of responsibility for TDMS activities to permanent structures in the education sector.
 - Work with the NPERPMC to devise and make explicit a strategy that will move the secretariat from the PIU to the present Commissioner level in the Ministry. Coordinate this strategy with the imminent restructuring of the Ministry, and place TDMS staff within appropriate Ministry offices.
 - Help the NPERPMC strengthen its procedures for determining the decision-making process for policies, its implementation and monitoring processes (task forces, district level discretion, secretary, and so on).
 - Help the Ugandan government explore with its reform partners not only the gradual absorption of the budgetary implications of reform, but also the necessary capacity-building and networking of central institutions required to direct, manage, and generate continuing reform.

VII. The Project

A. Purpose

The SUPER project component is designed to provide technical support to the reform of primary teacher training, a major part of Uganda's effort to reform the entire primary education system. The Kiwanuka Curriculum Review Task Force (May 1993), commissioned by the Minister of Education, reviewed the White Paper on Education, the Education Policy Review Commission Report, and the Report of the Task Force on Primary Education Curriculum and determined that the quality of teachers had the greatest bearing on education. It emphasized the transformation of the teachers' role through pre-service and in-service training.

In his "Call to Action" to the administrators and outreach workers of the Core PTCs in April 1995, the acting Permanent Secretary of the Ministry, described the reform as:

"an initiative designed to transform educational opportunity for Ugandan pupils by increasing the quality of education and by increasing the persistence of pupils in completing the primary cycle."

He went on to say that the success of the reform is measured by an increase in pupil learning, which results from improved and "significant behavior change among those who lead schools and teach pupils."

The SUPER project's major focus is to help the Ministry develop a teacher training system that integrates pre-service and in-service training and supports practicing teachers. SUPER directly supports the TDMS, that initially will reach the 40,000 untrained and undertrained teachers currently practicing in Uganda's primary schools. Subsequently, the system will continue to provide in-service training for teachers who cannot, for financial and family reasons, leave their teaching jobs to upgrade their professional skills.

B. Background

The TDMS's first objective is to restructure the role of the PTC, located throughout the country, varying in size, and in ownership and operation--some by the Ugandan government, some private. Their curriculum is set at the national level by ITEK. Certification candidates are evaluated by a terminal exam administered by UNEB. Most of the tutors who teach at the PTCs are trained at ITEK. A ranking system distinguishes teachers with minimal training (Grade III teachers) from those with a Bachelor of Education degree. These levels

of training are usually associated with a teacher's position in the educational system -- those with the least training work in the primary schools.

During years of political instability in Uganda, the teacher training system became largely dysfunctional, and trained teachers were in short supply. To maintain some semblance of education for the children, untrained people took over the teaching role, especially in the rural areas. By addressing the perennial problems of short tenures and frequent turnover of teachers posted by the Ugandan government, especially in the rural areas, this new system supports teachers who stepped into the breach and live near the schools where they teach.

The newly restructured PTC will continue its traditional pre-service residential training programs for aspiring teachers and add an outreach program to train and certify those teachers already in the schools. This outreach role will eventually expand to include efforts for continual professional upgrading for all teachers. The total number of PTCs will probably decrease as resources are concentrated in a rationalized network of core PTCs. The outreach training program will be based on self-study modules and delivered through a network of centers called coordinating centers (CC), each of which will serve designated Outreach Schools in its area. A tutor will be assigned by the PTC to reside and work at each coordinating center with the teachers in the outreach schools.

Teacher education reform involves radical changes for both the trainers and the learners themselves. Practicing teachers and head teachers must develop the discipline and skills needed to be independent learners, while they continue to work at their jobs. The teacher educators (tutors) must become facilitators of learning and committed to the outreach role.

The reform also includes a redefinition of the curriculum and evaluation system for certifying primary teachers.

C. Strategies

The primary delivery mode for training is a series of self-study modules designed to upgrade the teacher's own academic level in basic skills and provide professional training in teaching. The use of these materials will be supervised by the coordinating center tutor, who will provide regular support for the in-service teacher. Residential sessions, held at the local PTC during each holiday period, are an integral part of the program. Upon completion of the program, the teacher will take the Primary Teaching Certification Examination. Results from this exam are combined with marks from a continuous assessment evaluation of the self-study modules and a rating of competence in actual teaching practice. Successful candidates receive the Grade III Teaching Certificate.

Another aspect of the program is training head teachers in management skills, using the same format of self-study modules and residential sessions. Head teachers will also meet regularly in peer groups to review their work and support each other in their professional growth. After one year, the head teachers will be examined and the successful candidates will receive a certificate from ITEK.

To support these reform efforts, the major tasks for the SUPER project include:

- Designing and implementing:
 - primary teacher, head teacher, tutor and community training curriculum, syllabi, and modular materials;
 - residential training;
 - management systems to support the self-study modules and residential training;
 - a structure for the new role of the PTCs; and,
- Training staff of the newly restructured PTCs;
- Coordinating with appropriate Ugandan government agencies to staff all training positions; and,
- Working with the appropriate professional groups to coordinate primary teacher training curriculum and evaluation.

D. Findings

1. Project design

The goals of the SUPER project are significant and ambitious. The project design is comprehensive and sound: the process of training and upgrading teachers who are already practicing in their own locales has the opportunity for lasting impact. Including training for head teachers and community people recognizes the need to address change systemically. Direct coordination with other reform efforts, especially in school construction and materials distribution, enhances the impact of the training. This is a well-conceived project for improving primary teacher education in Uganda.

2. Implementation

Since its initiation in October 1993, SUPER has recruited personnel, developed systems to coordinate with various education offices in the Ugandan government and the teacher education profession, set up internal management structures, written and field tested curriculum modules and conducted initial training sessions. (See Annual and Quarterly Reports for a full description of accomplishments to date.) The most extensive efforts focused on developing management systems for the entire project (NPERPMC and its various task forces and work groups), writing self-study modules, recruiting and training tutors for outreach roles, and planing for the restructured PTCs and new coordinating centers.

In mid-May 1995, training sessions for primary teachers had just begun, coordinating center tutors were scheduled to take up their posts, and the head teacher training was about to begin.

E. Conclusions

During this preparatory stage, the accomplishments were extensive and impressive.

- Talented, competent, committed, and enthusiastic personnel are working for its success both in formally appointed positions within the TDMS secretariat, in temporary roles on task forces, work groups and writing teams, and on the SUPER advisory staff.
- The project has wide visibility among educators and significant involvement of key players in Ugandan government and professional organizations.
- Training materials were developed and tested.
- Mechanisms were established for coordinating primary teacher and head teacher evaluation and certification with the training curriculum.
- Extensive groundwork was done at the designated field sites to establish the new roles and management systems for the reformed PTCs.
- Finally, the TDMS staff, with extensive support from SUPER, were instrumental in completing other educational tasks, such as the teacher head count.

Below is a detailed discussion of the three broad areas of project activities:

- The training modules;
- The residential training; and,
- The PTCs and the coordinating centers.

1. The Training Modules

The self-study modules are intended to address a series of specific instructional goals in a manner that teachers already on the job can learn from them with minimum classroom instruction. Such modules are an appropriate and effective format for distance learning.

Producing modules is a major part of the work of the TDMS, and the cost of their development and production constitutes a large part of the project budget. The modules currently in production are for the training of primary school teachers (PTE), the Management Training for the head teachers, and the training of tutors for outreach roles at the coordinating centers. In mid-May, the modules were in various stages of development and production.

- For the 27 PTE modules, approximately 18 had syllabi, about 15 were written, 3 of these were in final bound form, and the remaining 12 were in various stages of writing and revision.
- The five Management Training modules were all drafted; one was in final published form and the others were in various stages of revision and editing.
- Of the seven Tutor Training modules, three originally written in the fall of 1994 were completely redone in April and in the final editing stage. The other four are still to be designed.¹¹

A clear set of guidelines exists for format of the modules and talented artists were engaged to provide illustrations. A distance-education consultant established some basic guidelines and the TDMS staff developed specific policies. This resulted in attractive and consistent material.

¹¹This evaluation does not aim to assess individual modules, or comment in-depth on the development process or the products. Since many modules are in various stages of revision and production, the evaluators were only able to review samples in each area. The evaluators' remarks are focused upon the major role of the modules in the entire teacher education curriculum reform. (Where appropriate specific comments and recommendations were given to each of the three teams responsible for the major module areas.)

SUPER has committed to involving many people from the education sector in the development of the modules. Hundreds of Ugandan educators, representing a wide range of educational institutions in the country, were involved in this process. Professional educators are actively involved in designing the syllabus, writing the actual modules, testing them, and editing drafts and final products. This resulted in extensive exposure to and enthusiasm for the reform and TDMS. Those preparing the modules also have an opportunity to strengthen their own professional skills and work collaboratively with colleagues from a wide variety of organizations. The evaluation team's visits to several writing team workshops confirmed the effectiveness of this approach.

Concerns

Success of the TDMS relies heavily on the effectiveness of these modules in helping teachers improve their instruction. While the evaluation team commends the organization and extensive effort made in producing the modules, the thoroughness of the content, clarity of writing, and attractiveness of format, some of them may not be effective teaching tools. The team concluded that:

- The modules are not based on a well-defined curriculum.
- There is no clear instructional framework, especially in the PTE modules.
- There are too many modules, especially in the PTE program; each module is often too long, and there is redundancy within programs and among programs.
- There are limited and poorly conceived feedback and evaluation mechanisms for the student.
- The modules were not adequately field tested.

The team believes that the project staff can address these concerns during the input-delivery phase of the project *without any delay in the implementation schedule*. In essence, the project should slow down production of materials to reexamine the quality of those produced. Below, the team presents its concerns in detail.

Lack of a well-defined curriculum

- There is no clear agreement on what the modules should cover.

The topics that modules are to cover are supposed to be identified by the appropriate NPERPMC committee: the PTE Task Force, the Tutor Training Task Force, or the

Management Training Task Force. The committee bases its recommendations on the Ugandan government's reform goals as stated in the White Paper and its subsequent reports delineating objectives for curriculum for teachers, pupils, heads and tutors. Final approval on syllabi of the PTE and Management Training syllabi comes from the Academic Board of ITEK; these approved syllabi then become the guide for the instructional modules. (Tutor Training syllabi does not go through this approval process because this program does not lead to certification.)

Official guidance on curricula and syllabi comes from the White Paper, which describes the national goals and aims of education and identifies eight broad objectives at the primary level. The White Paper:

- suggests target skill areas for the school curriculum and emphasizes the importance of positive attitudes toward work and training in pre-vocational skills;
- recommends adding the examination of Kiswahili as a seventh area to the current six being examined (National language, English, Mathematics, Sciences, Social Studies and Agriculture/Pre-vocational subjects); and,
- stresses integration of curriculum study for primary pupils and teachers, and practical and relevant application of concepts and knowledge.

But the White Paper does not explicitly identify the specific subject topics to be taught and examined.

The Kiwanuka report, which elaborates on the White Paper, states that new approaches are required, flexibility is important, concrete learning materials should be used with children, positive attitudes toward work should be emphasized and all learning experiences should be practical with inquiry and discovery methods used. It identifies general objectives and lists 11 subject areas (p. 15) that should be examined as separate subjects (p. 56).

The White Paper and Kiwanuka report, like any policy document, describe general objectives which must be interpreted for application. One example of confusion in interpretation surfaces in the interpretation of "relevant and practical" education called for by Ugandan government reports. The need for practical relevance of school subjects to students' home life and adult work life is universally agreed on. While in some cases, this is interpreted to mean *adding vocational subjects* to the curriculum, in other cases, it means *practical application of basic skills* in literacy and numeracy. These interpretations are not mutually exclusive, but in any single instructional program, a unified interpretation must be evident.

When conflicts between interpretations are not resolved, the syllabi are likely to become more inclusive rather than less. Yet, since the length of the study program for the teachers was identified in previous teacher education projects as a major issue (see further discussion below), the curriculum size needs to be limited.

Unclear goals for the primary education curricula also arise because the curriculum at all levels is going through a reform. The process of reaching agreement on syllabi results in many individual agendas coming together. Members of each committee and of the approval boards bring their own professional experience and biases to the decision. In developing the PTE modules, there is a desire to satisfy all possible concerns and agendas by covering every topic and area of study mentioned or implied in Ugandan government education reports. This results in an ever-increasing study curriculum for the untrained teacher, who has limited time and no daily interaction with tutors to help set priorities.

- No person or group explicitly exercises responsibility for setting priorities for the curriculum.

SUPER's inclusion of multiple perspectives in establishing curricula is a strength, but it must be balanced with a clear process for setting priorities. In spite of the stated role of the NPERPMC committees in this interpretation, the actual process for setting priorities is unclear. Interpretation and prioritization seem to happen in various ways. In some cases, the TDMS staff are the major interpreters, directing the syllabi and module-writing teams toward specific goals. In other situations, it appears that the subject experts on the writing teams define the curriculum goals as they write the syllabi and modules by stressing the importance of content in their own particular areas. This practice often means that major curriculum decisions are being made somewhat casually.

It is unclear which organization or institution now has responsibility for the primary teacher education curriculum. Although NPERPMC has taken on a new role in the decision-making process, decisions about teacher education continue to be shared by ITEK, UNEB, NCDC, and offices in the Ministry. In discussions with the chair of the Management Training Task Force, it was revealed that this group sees its role as primarily advising and providing appropriate resource help through sharing professional experience. Unfortunately, the evaluation team was not able to meet with the chair of the PTE Task Force.

Since SUPER is committed to reforming primary teacher education, the previous roles of established institutions should certainly not be assumed. It could be argued that, since this initial stage of TDMS is a pilot, this casual process for curriculum decisions is appropriate, and a formal process will be identified later. The ad hoc decisions made now, however, may become firmer than warranted by the process used to make them.

Lack of a clear instructional framework (pedagogy)

- Instructional guidelines and desired outcomes of the learning are not clearly established before the writing process or applied in the editing work.

A "pedagogy"--assumptions about how the reader is expected to learn--inevitably exists in the structure, the tone, the format, and the content of the modules. If it is not explicitly decided and articulated, it is accidental. Currently, in some modules mixed messages are conveyed to the learner, and opportunities for modeling and reinforcing learning are missed.

In particular, the PTE modules do not clearly communicate if the reader is to teach the academic skills that they are themselves learning through the modules. The PTE curriculum has the difficult challenge to address both academic knowledge and teaching methods. Thus, a decision on the process for doing this needs to be made and consistently applied. In the first module for English and Literature, for example, the majority of the units are designed to strengthen the teachers' basic English skills. This is done through lessons in grammar. But in the last few units in the module, the emphasis shifts to the instruction of English language for the pupil. Here, the reader is taught to use an immersion, oral and demonstration approach, and a grammatical approach is ignored. There may be a good reason for this design, but it is not explained in the module and leaves the learner confused.

Identification of a clear instructional framework early in the design process would improve many modules. Some modules have an effective instructional framework, and these could guide the format and framework of other modules. For example, the pre-assessment tool and the use of case studies in the Management Training modules can be applied to the PTE modules.

- The modules do not always model the method of instruction they are teaching.

The modules are powerful learning tools that provide an opportunity to model their messages and reinforce the desired learning outcomes through the presentation of material, the activities, and the assignments. To "practice what is preached" in the modules, clear goals and desired outcomes need to be explicitly identified. These outcomes then guide both the content and the process of the curriculum. In some modules (particularly Management Training), these desired outcomes are evident throughout the content and instructional format of the modules. For example, the use of a self-assessment checklist in the units conveys in an appropriate, consistent and "low key" way the importance of individual goal-setting and reflection. Assuming that this is a goal of the program, this exercise is effective for reinforcing this learning.

Those writing the modules are often operating from a limited and uniform experience base, which the reform seeks to change. The TDMS aims to replace two years of classroom instruction with in-service self-study and regular--but not daily--tutoring. The materials needed in this new system must match the new learners' environment. The overall goals of the reform for changing teacher behaviors must be prominent in the TDMS staffs' minds and discussed regularly with the designers and writers.

- The modules are too theoretical. They claim to value practical application but often do not suggest enough.

There is a consistent emphasis on practical learning in all aspects of the reform.

- In a pre-investment study, "Teacher Education in Uganda, 1990-2000" (March 1991), Evans and Odaet stress that the content of teacher education is overly focused on academic pedagogy and theory.
- The Kiwanuka Curriculum Review Task Force (May 1993) includes among the objectives for teacher education academic knowledge, respect for work, guidance skills, production and extracurricular skills, classroom management and administration, instructional skills, and interpersonal skills. It explicitly states that teacher educators use new approaches which focus on skill development in which "theory is taught merely to inform practice" (p. 45) and "recommends a competency-based curricular to be designed for Teacher Education" (p. 64).
- In a report to Ministry (August 1994), entitled "Design of Outreach Tutor Training Plan for Residential Induction and Training of Outreach Tutors," Odaet and Higwira state that the TDMS objectives include shifting from academic-oriented programs to practical and skills-oriented ones.

In some modules (especially Management Training), the practical application of the learning is encouraged by the many examples cited and the frequent use of case studies, and required through the activities and assignments. Yet in other modules (especially the PTE modules), practical application is hinted at and sometimes briefly stated, but seldom modeled or encouraged through examples in the text or activities and assignments. Thus, this outcome appears to be desired in theory but not applied.

Length, volume, and redundancy

- There are too many modules.

This is especially true in the PTE modules (27 as of now) and in the total number that the coordinating center tutors will have to know (39 includes the seven designed for them and the five in Management Training). Left unresolved with SUPER staff, was how the number of 27 modules for PTE was set. (The 27 modules actually cover 16 curriculum areas, since there are several modules in some topics. Language, Mathematics, Science, Social Studies and Professional Studies are taught in 12 of the modules, while the remaining 15 cover additional subjects.)

The large number of PTE modules is in direct contradiction to recommendations from the MITEP evaluation, which was designed to be a pilot for replication. If the subjects in the modules were limited to those taught in the MITEP curriculum, eight to ten modules could be eliminated. If the content of the modules was based only on the subjects examined in the Primary Teachers' Examination, the number of modules would be greatly reduced. It is essential to set priorities immediately, perhaps by focusing only on those areas of common agreement for primary teacher education.

In addition to the modules, several handbooks are in production for teachers, head teachers and tutors. They are designed to serve specific purposes, usually to orient the learner to the program, but they also increase the number of written documents in each program. Finally, at the initial tutor training sessions, a number of handouts were prepared and given to the tutors. Some of these were short and some generated at the training workshops, but they too add to the volume of written material. (A total of 25 papers was counted from the tutor training sessions.)

- Many of the modules are too long.

Most of the PTE modules are well over 200 pages. As Technical Advisor Evans has calculated, a potential total volume of over 8,500 pages is both intellectually and physically difficult for one to manage.

Throughout the modules, decisions about depth of content need to be made. While this is a pedagogical issue and thus one that SUPER staff might choose not to address until after the TDMS is activated, in previous evaluations of materials, it was such a concern that it merits direct attention. As did Evans, the MITEP project strongly recommended limiting the volume of content covered in the modules. Yet the total volume is still growing.

Acknowledging the pressures to increase the scope of all the materials, especially the PTE modules (see Evans' consultant report of January 1995), nevertheless, this problem needs thoughtful attention. It may be possible to structure the materials with a "required and optional" format, so that basic lessons are separated from resource materials, and the sheer size of the books do not immediately discourage the learner.

- Some modules are redundant.

There is an opportunity, and in some cases a necessity, to coordinate modules among the various modularized programs. Sometimes the same content is handled by several programs, but the content is different in each module (for example, lesson design is in all three programs, desired teaching behaviors are identified in several places, and guidance and counseling principles and skills are taught in both PTE and tutor modules). Insufficient communication among the TDMS staff seems to be resulting in redundancy, mixed messages for learners, and lost opportunities for reinforcing learning.

Insufficient feedback and evaluation mechanisms

Since lasting learning requires meaningful feedback, all opportunities to maximize feedback to the learner should be used. One effective way to do this is to use a format with answers to activities given at the end of the unit. These responses should be as complete as possible to explain to the learner the reasons for both success and error in an activity. In some instances, these explanations are adequate, but in most exercises, they are not. Since the learners will not get their corrected assignments back from tutors for at least a month after they submit them, they must be able to get immediate feedback from the materials themselves.

The assessment and evaluation process, and criteria should also be easily transparent to the learner. Learners need to know exactly what they are expected to learn, what criteria will be applied in evaluating their work, and how much each part of the module, and entire program, counts for the final evaluation. This was a major recommendation of the MITEP program evaluation and is even more important now, since continuous assessment processes will be new for both learners and tutors.

It is unclear what happens when learners do not perform satisfactorily, for example, if students will be permitted to retake sections of the program and if actual application of the concepts learned will be weighed sufficiently. The entire process for feedback, assessment and evaluation is essential to the success of the modules. It is currently undefined and untested. This area will need serious attention during the first phase of implementation.

Inadequate field testing

Plans exist and efforts were made to field test each module. In reality, the piloting of the materials has been problematic. In several cases the modules tested, for example, the PTE modules used in the NITEP program and the initial modules for Tutor Training, had to be substantially redesigned. The revised materials have not been adequately tested. In some cases, testing consisted of potential users reading through the entire module at once. This process might provide suggestions for revision, but is not a realistic pilot, since many of the learning objectives are focused on outcomes and application of learning which can only be evaluated as the work is done over time, as designed.

2. Residential Training

Residential training sessions complement the self-study modules as a method of training teachers, head teachers, and tutors. These regularly scheduled face-to-face sessions are designed to:

- Provide training in areas which cannot be appropriately learned through self study;
- Correct the assignments given in the self-study modules;
- Review and reinforce the areas of learning presented through the modules;
- Prepare for future learning in the self-study format;
- Provide support, encouragement and guidance for learners;
- Model effective teaching, management and facilitative behaviors; and,
- Maintain enthusiasm for the reform.

The design and implementation of the residential sessions is the second most time-consuming and costly work of the project staff. The work started with two major training workshops for potential coordinating center tutors, held in December 1994 and January 1995. The first session was attended by over 500 people, including tutors currently working in PTCs, administrators in PTCs, Peace Corps and British volunteers involved in teaching, and other interested educators. The second training session was attended by 189 tutors who anticipate going to work as outreach tutors in coordinating centers.

In these sessions, participants were introduced to the education sector reform and the TDMS structure. The second session concentrated on the role of the outreach tutor and introduced

the Tutor Training modules. The TDMS staff designed and facilitated both sessions and involved representatives of Ministry, ITEK, and the PTCs in many of the presentations.

Participants evaluated each session and the staff produced reports analyzing the feedback from each session and comparing the two.¹² While the evaluation reports conclude that the training sessions were successful, it was evident from interviews with individuals and the Tutor Training Task Force that the training workshops were not entirely effective.

In mid-May 1995, the TDMS staff conducted residential training sessions for several groups: trainers were trained to conduct the first teachers' residential sessions, scheduled to begin in several locations in late May. The same schedule--train-the-trainers in one week and have them train teachers the following week--was also in place for head teacher management training. The timing of the evaluation was such that the first training of trainers had just taken place as the team was departing.

Concerns

Since the training sessions are just beginning, the team's comments are based on the preparatory experiences and are intended to target potential problems.

- Training outcomes and purposes are not adequately articulated and coordinated with goals and strategies of the program, especially the modules.

For the training to accomplish its objectives, each program area (PTE training, head teacher training and tutor training) will need to identify desired outcomes of the training sessions. This was not done for all programs. For example, specific desired behaviors for head teachers were identified and described in writing to guide both the self-study modules and the face-to-face training. These aspects of the program are both coordinated by the same TDMS team--Management Training-- which makes it easier to have a uniform clear focus. Specific desired outcomes do not seem to be clearly identified or articulated for the primary teachers' training. This is more difficult by the fact that the PTE team is responsible for the modules, and the in-service team is responsible for the residential training.

Roles, tasks and desired behaviors for tutors were explained in extensive detail in the terms of reference and in materials prepared for the initial training sessions. It was not possible to determine how much these target behaviors influenced past training content and design. They were listed and discussed, but it is not clear if they were modeled and practiced.

¹²This report was much more extensive than warranted by the scope and nature of the training (59 pages total, and an additional 13 pages summarizing the training and identifying next steps). (See previous comments about extensive documentation.)

Ideally, the residential training should demonstrate the learning taught in the self-study modules and address areas which are best taught face-to-face. *The importance of effective modeling cannot be underestimated.* For this to happen, clear articulation of objectives needs to guide the training.

- The training design does not seem to be guided by a clear instructional framework and the desired teaching behaviors to be modeled are not explicitly stated.

A clear instructional pedagogy needs to guide all the training as described in more detail in the comments about the modules. The ultimate impact of the training on the learning of the pupils is dependent on a clear picture of good teaching and management. Desired terminal teaching and management behaviors need to be reinforced throughout every aspect of the learners program of study. Attention to this issue now will benefit all the subsequent training sessions. As specific goals and objectives for training are identified, an overarching clear educational framework will help plan the training structure and set the priorities for the limited time available.

Since a major thrust of the reform of primary education is to improve the quality of teaching in the primary schools, the instruction during the residential training must model effective teaching. Ideally, the training activities would connect directly to the teaching and management skills being taught in the self-study modules. It is important that the training not be a "do as I say, but not as I do" experience for the participants. This is not an easy task. It is especially challenging to design training for large numbers of people, and to aim to satisfy the multiple objectives of the residential workshops listed above. In addition, as described below, the logistical organization of the training will in itself be a major effort and impact the training quality.

Finally, an effective evaluation process needs to be in place for all the residential training. This evaluation should measure both satisfaction with the training and the learning which resulted from the training; results should be used to redesign subsequent sessions and to identify needed skills for the people charged with training design and implementation. Less important is that the evaluation be thoroughly documented than it result in some "lessons learned" and applied.

- Logistical tasks for the implementation are extensive and time-consuming.

The increase in the initial target area for the TDMS project has tremendous implications for the residential training. In one site alone for the first primary teacher training, over 600 people were expected. Large numbers of people tax the resources of the PTCs where they are held, impact the training goals and design, and require extremely careful and thorough coordination of all staff, at the TDMS offices and the local PTCs.

This raises the issue of who will be able to successfully accomplish this immense task. The major responsibilities for residential training will eventually rest with the PTCs and the coordinating center tutors, but currently these structures are not in place. Also, these institutions and people cannot be expected to have the needed experience and skills to organize such extensive training. Clearly, the local PTC personnel, including the coordinating center tutors, will need training and guidance. Self-study modules for the tutors address this need, but this will not be sufficient, nor timely enough.

The burden now falls on the TDMS personnel, who may not have the time or the skills to attend thoroughly to this important task. Initially, it was anticipated that the in-service team would be responsible for all face-to-face training, but, realistically, the staff working with PTE curriculum, and the management training will need to be involved in their respective areas. These roles need to be clarified within the TDMS secretariat.

Careful attention should be given to this problem immediately, and planning for the next rounds of training, scheduled for tutors in June and teachers and head teachers in August, should begin now.

3. Primary Teachers' Colleges and Coordinating Centers

The principle structure for conducting the reform is a three-tier system of outreach functions emanating from the Primary Teachers' Colleges. The project design designated existing colleges in Bushenyi and Gulu as Core PTCs for the pilot stage of the TDMS reform. When the first phase implementation area was expanded, the Ministry and SUPER identified additional regional locations for Core PTCs. In some cases, new colleges will be built, while in other instances, existing structures are being remodeled. Six Core PTCs were identified for the first implementation phase.

Each Core PTC is connected to area coordinating centers, from which an outreach tutor will work to serve a network of Outreach Primary Schools. With this structure, all primary schools in the designated reform areas will be reached. The coordinating centers are most often housed at centrally located primary schools.

The outreach function at the heart of the delivery of training for primary teachers and heads is an entirely new approach and task for the PTCs. The education and certification of untrained teachers, currently conducted only in a residential program, will now have two very different delivery modes. In addition, the in-service/outreach function has two programs for teachers--one focusing on untrained teachers and the other focusing on upgrading skills of certified trained teachers through refresher courses--and a program for training head teachers. Tutors and administrators are being asked to take on very different roles, which require new skills and attitudes.

Tutors currently serving at PTCs were invited to apply for the new outreach positions. A salary differential makes the position attractive, and the professional development for the tutors associated with the reform is desired by many tutors. Positions were advertised, interviews held, an orientation conducted (at the residential sessions in December 1994 and January 1995), and selections made. For the first phase in the six areas, 234 tutors are required initially. Throughout 1994 and into the spring 1995, there were delays in posting the tutors. By mid-May, most posting letters had gone out, but 74 vacancies remained. No tutors had arrived at their sites, and the tutors' "acceptance" of the assigned locales is a concern. This has caused a serious delay in implementing the project.

The PIU, supported by the World Bank, is responsible for building a home for the coordinating center tutor and a Resource Center Room with a connected storage facility at each site. This work is behind schedule in most areas; it is anticipated that the coordinating center tutors will initially be housed in temporary locally leased quarters. The Principals of the Core PTCs and local education officers are working on these arrangements.

Concerns

The outreach design and plan for tutors at coordinating centers are educationally excellent, but implementation is an immense challenge. Two areas of implementation cause specific concerns:

- Since the structure of the Core PTCs and coordinating centers is such a new concept, it must be anticipated that problems will occur and a problem-solving process put in place.

An administrative structure was designed to divide responsibilities for the various tasks among Deputy Principals and heads of specific programs. In mid-May, SUPER began advertising for a Technical Advisor liaison position at each of the Core PTCs. This person will have the implementation of the goals of the reform role of the PTC as his/her primary responsibility. As several of the administrative positions are new and/or restructured, it is anticipated that issues will arise around clarifying responsibilities. A structural diagram delineates a clear hierarchical line from the principal to the deputy principals and to the heads, but the newly created SUPER person is directly responsible to the contractor's chief of party. Currently, this is probably the realistic line of authority, but open dialogue should be encouraged and issues of responsibility continually examined during this first implementation phase.

Training for the Core PTC administrators was held in April, and people were oriented to their duties. One of the most challenging obstacles to smooth implementation is logistical support, which is not under the control of the administrators at the Core PTCs. A five-page

internal SUPER memo that the chief of party wrote in April to the TDMS coordinator identifies, expressed concerns with delayed postings and actual job placements, finances and materials available at PTCs, formal identification of those to be trained, and the many tasks and pressures on the TDMS staff.

In addition, the success of this restructuring plan for the PTCs is related to plans for non-Core PTCs, as discussed above. In the future, tutor training wings will be built at Bushenyi and Gulu. These wings will serve the important function of continuing to train tutors who will understand the outreach role. Again, the implications of this change need to be carefully planned and monitored.

- Much is expected of coordinating center tutors, but it is unclear if these are realistic expectations.

The acting Permanent Secretary said "...more than anything else the success of the reform depends upon the work of the outreach workers." He continued to describe the complexities of the new roles and multiple expectations for these tutors and administrators. The evaluation team agrees with his assessment.

The terms of reference for the coordinating center tutor delineate major categories of duties and responsibilities:

- Instructional improvement at the school site, which includes observing and supervising classroom teaching, monitoring and assisting in the use of self-study modules, helping learners learn from peers and pupils, providing guidance and counseling services related to classroom improvement, and involving head teachers in instructional improvement activities;
- Supporting, guiding and monitoring the school leadership in appropriate and coordinated use of reform in-puts, which includes monitoring the head teachers' management skills, monitoring, guiding and supporting the head teachers' progress in the management training, guiding head teachers in using new instructional materials and in-service programs, and working with school management committees and PTAs;
- Establishing a resource center and encouraging its appropriate use to facilitate community learning activities and serve as a resource for residential courses organized by the Core PTCs;
- Managing the coordinating center by keeping all appropriate records, attending to finances and materials, and preparing reports; and,

- Engaging in one's own professional development, especially by completing all the Tutor Training Modules, and attending all tutor training residential courses.

The coordinating center tutor is expected to visit classrooms every day and be a "change agent." Yet when the evaluation team met with tutors designated for this new role, they expressed great anxieties about the job. Uncertainties about housing and transportation dominated their worries. They were also concerned about their abilities to carry out the many tasks required. One tutor confessed to being overwhelmed after counting the number of tasks listed in the terms of reference. Even those who have accepted the new outreach positions expressed doubts about the length of their tenures. It seems that some tutors see this new role as an opportunity to make a little extra money, get some professional development and then move on. Peace Corps Volunteers serving in outreach roles confirmed these concerns about the many barriers to successfully establishing the outreach tutor role.

F. Recommendations

The following recommendations should be implemented as the project continues on schedule. They are not intended to halt operations.

1. Training materials

- Continue to use the processes for wide involvement in the development of the modules, with attention to subsequent recommendations. Continue to monitor quality presentation throughout the modules as more are produced and set in permanent form.
- Set a clear policy and process for defining curricula. Identify the group or individual responsible for the "final" decision and monitoring role. Intervene immediately in the PTE modules to limit their scope and to focus their outcomes. Use different strategies for materials at various stages of development. (For example, pilot those that are already produced, give those still in draft form to a limited number of carefully selected and trained editors, and set a clear instructional framework for development of subsequent modules.)
- Articulate a clear and *simple* instructional framework (pedagogy) and apply it throughout the modules to guide the many curriculum and design decisions. (This might be done in a way similar to the format agreements which guide production.) Identify someone or group to play a coordinating and "education editor" role (perhaps the TDMS staff and/or SUPER consultant who have demonstrated such ability in preparing the Management Training modules, or others who have the technical skill).

- Follow the recommendations of other advisors and evaluators on reducing the total quantity of material; make immediate and substantial reductions, especially in the PTE program. Consider reducing the number of subjects to the essential basics.
- Establish procedures to coordinate module-writing among SUPER/TDMS staff to minimize redundancy and maximize consistency.
- Establish procedures to give meaningful feedback to the learner as a regular part of the learning process. Develop strategies for giving feedback a priority in the tutor training. Identify and state explicitly the criteria for assessment and evaluation.
- Continue to view the initial materials as pilots and have in place a process for revision based on the actual field use of the modules.

2. Residential training

- Explicitly articulate the purposes of each of the training sessions and make these goals prominent in all planning and implementation.
- Identify an instructional framework to use in planning all training and specific criteria for monitoring the quality of the training. Use a system for realistic and effective evaluation of training. Ideally, this instructional framework would match that used for the development of the modules.
- Identify a process and responsible party for coordinating training logistics and developing the capacities of the PTCs to assume responsibility. Build needed training skills for all appropriate personnel. Continue to make training a priority and support training skill development throughout the first implementation phase of the reform.

3. PTCs and coordinating centers

- Recognizing the complex task of establishing the new role of the PTCs, encourage the TDMS staff and advisors to bring to bear all possible support for the transition and to be cautious about expansion geographically or in programs.
- Give the outreach tutors all support possible, and use successful situations as pilots to inform other situations. (It may be appropriate to use Peace Corps and VSO Volunteers in this way since they come to the positions with expectations for outreach work.)

VIII. Managing the Implementation of SUPER

While management issues were discussed in previous sections, in this chapter, they are treated more systematically.

The SUPER design is based on four policy objectives and a project component. Managing the implementation of the design is the responsibility of the USAID/U General Development Officer (GDO) for Education. The project component is managed through a contract with AED which, in cooperation with subcontractors, fielded a team of two U.S. citizens, two Ugandans, and one third-country (Lesotho) national.

A. Managing the achievement of policy objectives

1. Findings

Each of the set of technical assistance activities intended to achieve a policy objectives was managed in a different manner.

Policy Objective One: Improve teachers' terms and service conditions

Progress toward achieving this objective is the result of effort in several quarters. Although much credit is due to the Ugandan government for beginning the process of significantly raising teachers' salaries, substantial strategic and technical support appears to have come from USAID/U. The GDO took the lead in raising the issue of salary increases with the relevant ministries (education, finance, and public service) and coordinated communication and decision-making between these ministries on this issue. Although during one stretch of time, the Ministry's Planning Department contributed to the dialogue on salaries, it appears that currently, the Ministry relies heavily on the GDO to engage in the dialogue between ministries.

While salary raises were a major achievement in improving terms and conditions for teachers, other activities also supported progress toward this objective. The expansion of the career ladder for teacher trainers from three to six levels resulted from the initiative of Teaching Service Commission to implement a policy that had been on the books but idle since 1989. The decision to take a head count of teachers and students was instigated in response to the need of the Public Service Commission for better information on which to base a raise in teacher salaries. The head count itself, however, was managed by SUPER staff, which supervised the participation of countless officials and enumerators throughout the country.

Policy Objective Two: Allocate resources to allow local-level decision-making on school management for improving quality and increasing the equity of primary schooling

As discussed, the achievement of this policy objective was stymied from the start by the complexity and lack of clarity of the objective itself. In contrast to the case of Policy Objective One, however, the project design discusses the broad mechanisms for achieving this objective, and it specifically provides for technical assistance in managing these mechanisms. In accordance with the SUPER design, Community Mobilization was managed within the project by the TDMS team. This management assistance, however, was late in arriving. Before it became effective, the Ugandan government was forced by the need to meet conditionality to manage the disbursement of incentive grants on its own. It did so, but as described, in a manner that may not achieve the objective.

In addition, the Community Mobilization unit has not received the weight of short-term technical support from the contractor that other components of the project have received.

Policy Objective Three: Allocate resources to provide primary schools with a sustainable supply of instructional materials needed for effective teaching

Similar to the case of Policy Objective One, the project design did not specify any source of technical assistance for achieving the objective. In contrast to the first objective, the Ministry took the lead in managing activities related to the third objective. While the Instructional Materials Unit has called on the SUPER project and the World Bank staff for specific technical assistance, it appears to have borne most of the management responsibility itself. Moreover, it has managed activities within the context of the NPERPMC, thus using the channels intended by SUPER as policy making and implementation mechanisms.

Policy Objective Four: Restructure and rationalize the primary teacher training system to integrate in-service, pre-service, and school management training and support

Activities that led to achievement of this policy objective were intricately linked to achievement of all four project objectives, and all managed by the SUPER staff, in close collaboration with the GDO, and the oversight of the NPERPMC. When necessary, the SUPER chief of party and GDO played an important role in managing the cooperation of other institutions. Under the auspices of the NPERPMC, ITEK was brought in to participate in certifying pre-service teacher training courses, and UNEB to design examinations of student (teacher trainee) performance in the courses. The Ministry of Public Service cooperated in the establishment of outreach tutor positions.

2. Conclusions

Technically, the Ugandan government is responsible for managing the achievement of policy objectives. In fact, the Ugandan government completed what was asked of it, but achieving each objective required technical assistance from USAID/U and/or SUPER.

Factors affecting achievement of objectives

In analyzing how technical assistance was used to help the Ugandan government achieve the four policy objectives, the team concluded that a combination of factors facilitated their management:

- *The clarity of the objective.* Policy Objective Two, which was less well conceived than the other three, was more difficult to achieve.
- *The degree of concerted technical assistance provided.* Policy Objectives One and Four received the most concerted attention and were achieved. On the other hand, Policy Objective Three was superbly implemented with relatively less assistance. Policy Objective Two suffered from inadequate attention.
- *The competence of those in the Ugandan government designated as responsible for its execution.* This appears to have helped in the case of Policy Objective Three and, to some extent, One. It is becoming apparent, however, that the Ministry will need to increase its capacity to collect and analyze quantitative data on its school system (as anticipated in the program design) to continue raising salaries. The Ministry also needs to accept responsibility for increasing local responsibility for monitoring quality and equity.
- *The locus of implementation and number of parties required for its execution.* Policy Objectives One and Three were executed by Ministry staff in Kampala. Objective Two requires the participation of many people both in Kampala and at the district and community levels. This was more difficult to orchestrate. Objective Four, by contrast, also required a broad range of participation, and it was successfully executed, relative to Two.
- *The Ugandan government's familiarity and experience with the procedures required for its execution.* This factor had a positive influence on achieving Objective One. It was a major constraint on Two, and appears not to have been a factor on either Three or Four.

Gaps between program and project management

Because the SUPER program design did not always specify when and how technical assistance will be provided to meet a program objective, SUPER project staff was called on to give resources to activities outside its work plan for implementing the TDMS. At times, it has had to divert resources from that plan to assist the program in achieving policy objectives. These include:

- The head count, which the SUPER chief of party planned and managed;
- The formulation of a new staff establishment, which was managed under contract by SUPER, and the implementation of that formula, which required SUPER to conduct two multi-day work programs for planning and training, and extensive field support;
- Design and administration of an equivalency exam for untrained teachers, which required financial support from SUPER to UNEB; and,
- Technical assistance to the Incentive Grants Coordinator.

Although SUPER cooperated fully in these tasks, with high opportunity costs in terms of conducting its own work plan, the need for project support to the achievement of broader program goals highlights a dilemma: Project staff has a circumscribed scope of work for meeting project objectives, but it has also to assist when the dynamics of reform so require.

It is not clear who should take overall responsibility for helping the Ministry institute the Incentive Grants program. Because this component is partly related to achieving a policy--not project--objective, the contract staff is not fully responsible for meeting the objective. Yet it appears that concern for this component has fallen between the cracks of the program and project.

Support from USAID/U

The policy objectives would not have been achieved with such a degree of success without the managerial oversight and active involvement of the USAID/U GDO for Education. His coordination of program and project activities, and his recognition of the need for several major activities that were not anticipated in the project design, were critical to SUPER's notable achievements in meeting policy objectives.

3. Recommendations

- With the recognition that technical assistance was required to meet each policy objective, look for specific means of strengthening the capacity of NPERPMC to manage activities related to SUPER policy objectives. Put these issues on the committee's agenda and encourage the committee to use its apparatus to achieve them.
- Amend the contract for project execution to allow the resources and flexibility needed to call on the project staff for assistance when subsequent unanticipated tasks related to the reform arise.
- Continue to recognize the critical role of the GDO in managing the whole program and intervening as necessary to ensure that SUPER supports those aspects of the Ugandan government's reform that are required for the program to fulfill its purposes.

B. Managing the achievement of project objectives

1. Findings

The project has a circumscribed function within the program: its primary objective is to build the integrated teacher-support system in targeted areas of the country. Toward this end, it is intended to get TDMS operating in ten districts, providing pedagogical and managerial support to schools. The project is also charged with assisting USAID/U in activities related to achieving the broader program purposes.

Management strategy

Based on the expectation that broad participation in the project will help build capacity within the Ministry to sustain the benefits of the project, USAID/U and SUPER staff made a concerted effort to have Ugandans participate in every aspect of TDMS activities. The project staff's management strategy was to plan and implement activities within the TDMS team of PJU employees and SUPER advisors and, at the same time, to engage individuals within the education sector in particular functions. Some functions are governing and managerial, such as membership in the NPERPMC and its task forces and work groups, while others are technical, such as designing curricula and writing modules. The aim of this strategy is twofold, to:

- foster a sense of ownership of the TDMS reform on the part of individuals and the organizations they represent, and,
- enhance the policy-making, managerial, and technical skills of those who participate.

Both of these would increase the likelihood that the education sector will sustain the benefits of the project.

Management structure

The TDMS¹³ is an organization within the PIU. The Ugandan director of the TDMS is employed by the PIU and reports to the director of the PIU. He has a staff of five, recruited from within the education sector; they officially resigned their former positions to be employed by the PIU.

The TDMS receives financial and technical assistance from both USAID/U (through SUPER) and the World Bank (through IDA IV and V). IDA V pays staff salaries and allowances (as well as school construction costs and technical assistance to certain organizations and institutions in the sector). SUPER pays for the equipment, supplies, and training needed to implement the project. Both donor agencies provide technical support directly to the PIU: SUPER in the form of a counterpart for each TDMS office; IDA V for PIU management, accounting, and school and college construction.

2. Conclusions

Operations and administration

The SUPER chief of party managed operations brilliantly in the SUPER project, including the participation of TDMS employees. He masterfully administered the huge tasks of developing and producing materials, and training groups and individuals to perform in every function of the system. In line with the management strategy described above, hundreds of Ugandan educators were employed to conduct specific tasks entailed in reforming the teacher-training system. For the most part, the work of these people was well supervised.

The project's administrative functions are well managed by an experienced U.S. hire and supported by Ugandans in accounting, procurement, database entry and management, typing, and filing functions. Administrative and accounting systems, including training deliverables and commodity procurement, are in place and functioning well.¹⁴ All correspondence is

¹³The TDMS will eventually become--as its name implies--a *system* of teacher support. During the preparatory phase of the project, however, it has function more as an *organization*, with strong central operations and emerging structures and operations within targeted areas.

¹⁴As the project enters the second, service delivery phase, the administrative staff will also track teachers who are trained in the TDMS system in their course work and certification process.

logged and systematically filed. The document filing system is computerized. The project's management and administrative systems were already audited by USAID.

The chief of party's work plans state clearly what is to be accomplished, and his first annual report indicates precisely what has and has not been accomplished. The scope of activities undertaken to date is impressive. Many of the project's accomplishments are accounted for elsewhere in this report, and the interested reader may refer to the first Annual Report for details.

Schedule

Project activities are grouped roughly into three phases: preparation, delivery of inputs, and field support, supervision, and coordination. The preparatory phase includes, simultaneously, preparation of materials, organizational development of PTCs, and restructuring of district education structures and functions to support TDMS activities. The project is ahead of schedule in organizing PTCs and educational administration at the district level. The TDMS already moved beyond the initial two districts planned for the initial phase into 21 districts. But the project is behind schedule in training outreach tutors and delivering modules and other material support to those teachers. The major causes of delay were outside the control of SUPER staff.

- SUPER staff was asked to manage a head count of teachers and students throughout the country—an event that USAID/U deemed critical to achieving both its policy and project objectives but unanticipated in SUPER's work plan. This took the full-time attention of the chief of party and others for several months.
- The PIU did not hire TDMS staff as quickly as SUPER anticipated it would. While full staff was expected to be on board by May 1993, three were not hired until March 1994, and two others until June 1994. This delayed the activities of the Community Mobilization component.
- It took more time to appoint and post tutors to the new PTCs than earlier TDMS work plans allowed. Postings have not yet been fully accomplished, though outreach teacher training is about to begin.
- The project design underestimated the ability of the Ministry and the amount of time that would be taken to write curricula, syllabi, and modules, and to field test and revise the modules. Many materials prepared for the NITEP projects were then substantially rewritten.

As a consequence of accelerated activities in PTCs and district offices, combined with delays in posting tutors and preparing materials, the second phase of activities--delivery of inputs--will be launched in two pilot areas in May 1995, and in four more areas three months later. This is a significant departure from the project design, which saw pilot activities in two *districts* (not catchment areas) for about one year before moving on. In effect, the delivery of inputs will be launched in 21 districts within a few months. This phase of the project begins the second week of May with a workshop to train trainers at the Bushenyi PTC, followed during the third week of May by training for the primary teachers. The head teacher training began one week later with the same format of training trainers, then regional residential training for the head teachers. The training of outreach tutors is scheduled for June.

Coordination of SUPER and IDA V support

The TDMS is an uncommon instance in which USAID and World Bank support are focused on a single enterprise, the overall operations of which are monitored by the Ugandan government, while each donor supplies and manages its own resources. Though this sort of donor collaboration could have been a ticket to constant conflict and frustration, the TDMS has been relatively successful as a joint venture. The two donors seem to have defined the lines of cooperation, so that there is little duplication of effort or glaring gaps where support is needed. The PIU staff is understandably puzzled sometimes by the variance in regulations between the two donors over what each can and cannot finance (e.g., who pays for tutor housing expenses? Who pays transport expenses for the head count? Who pays for additional construction of schools when the allocated budget proves insufficient?) Also frustrating to the TDMS staff are procedures for requesting resources (especially use of vehicles) from SUPER and from the PIU. (SUPER staff can use SUPER vehicles--a simple request procedure, while TDMS staff must use more scarce PIU vehicles, with more advance notice and paperwork required).

The most notable lack of synchronization between donor activities results from the IDA delays in constructing PTCs, tutor training wings, and facilities at coordinating center schools. This does not seem to be a serious concern to the SUPER staff, but the consequences of construction delay will not become apparent until the imminent input-delivery phase of the project, when tutors will be asked to find other housing and training facilities will not meet the standards projected.

The team raises the following project management issues:

Quality control

Issues remain concerning the effectiveness of the primary teacher education (PTE) modules and residential training programs being developed in the TDMS. Management procedures appear to have permitted considerable time and money on developing modules that may require substantial revisions before they are of the *educational* quality to meet the project objective of improving the quality of teacher training. The management of the development of PTE modules merits closer attention: Are USAID/U and SUPER satisfied that the current drafts of materials will serve the project's purpose? Are the materials being developed in the most cost-effective manner? If not, how can that management be improved?

Training others to manage

SUPER is responsible not only for implementing the project but also for training individuals in the education sector to conduct this reform, once SUPER terminates, and to manage subsequent reforms that will inevitably be introduced during future decades. Thus, SUPER staff need to train others how to continue to manage what is being done and, for the most part, this training is on-going. It is particularly visible in the oversight and managerial functions of the NPERPMC and its task forces and work groups.

Some concerns in this respect may be minor, but worth mentioning:

- In some instances, the gap between the SUPER advisor's experience and skills and those of their counterparts are so wide that the SUPER staff may not be able to transfer the skills needed to maintain its benefits in the TDMS during the life of the project.
- While many Ugandans are participating in the management of TDMS activities, they do so at a level described as "functional participation," that is, meeting objectives predetermined by an external agency, in this case SUPER.¹⁵ (Moreover, most are paid directly by the TDMS, with World Bank funds, for this participation.) Some are participating at a higher level of "interactive participation," at which they conduct joint analysis of problems with SUPER and take control over local decisions. But the initiative for decisions and action comes, for the most part, from SUPER, not from Ugandans in the ministry. The long-term management-training aim of SUPER should

¹⁵"Functional participation" is the fifth of seven levels of participation described in a typology of how people participate in development programs and projects (1993/94 Annual Report of the International Institute for Education and Development, U.K.)

be to see the Ugandan TDMS staff participating at the “self-motivation” level--making decisions about how resources are used and calling on SUPER staff for the technical advice they need.

- The educational quality of the reform depends on adherence to cohesive goals in all aspects of the program. The TDMS staff needs to model in all its training and materials the behaviors it desires as education outcomes of the project. This requires strong *educational* management of activities as well as the *administrative* management required for implementation. For example, keeping participation at the “functional” level does not train educators in how to encourage participation at the “interactive” and “self-motivation” levels.
- The TDMS staff relies heavily on internal memoranda, consultant reports, and other documents in managing the project. While it is important to document meetings in which important decisions are made, things move too fast to document thoroughly every event. Some written consultant reports even appear to be ignored. This heavy use of paper may “cascade” to other levels, resulting perhaps in tutors who communicate through memoranda rather than face-to-face, when the latter is often more appropriate.

Sustainability of the management structure

The TDMS management structure, while currently functional, cannot be sustained indefinitely within the PIU. An immediate threat is the discussion of the World Bank’s intent to dissolve PIUs, including this one. Another weakness of the present arrangement is that because the PIU is a donor-driven unit within the Ministry, it may not be a legitimate locus for managing outreach teacher training, particularly when the reform of teacher training has become central to the overall reform of the education sector.

The PIU was created by the World Bank for the primary purpose of managing the expenditure of that donor’s funds. It is fulfilling this function remarkably well. Excellent systems are in place; the flow of resources is consistently and competently monitored. But the PIU does not seem to want a managerial voice in decisions affecting the substance of education reform. Yet because TDMS is within it, the PIU has authority to manage.

There are certain advantages to using this management structure and strategy. It allows the technical assistance staff and their counterparts, the TDMS staff, to work as a team on a daily basis. The unit is well managed, making it easier for donors to provide technical and financial assistance to the Ministry as a whole, but the viability of the TDMS cannot depend indefinitely on PIU support.

During the life of the project, the TDMS operation needs to be tested within the environment of the Ministry, with its far more limited resources and more cumbersome procedures for accessing resources, such as vehicles. Prior to the delayed appointments of the TDMS staff within the PIU, the SUPER staff began to work effectively with individuals in their functional roles within the Ministry. The pending restructuring of the Ministry appears to present an excellent opportunity to plan for the eventual move back into the Ministry with less support from the PIU. In some instances, this will only require the confirmation of existing informal relationships and practices.

3. Recommendations

- Make adjustments (as described in the Project section) in the management of module development.
- Fill in the gaps on the TDMS management team so that counterparts will acquire total competence needed to continue their role in sustaining the project's benefits.
- Model desired behavioral outcomes. For example, raise the level of participation of Ugandans in the project. Also, reconsider the value of time and effort spent on producing so many documents, some of which are little used, if at all.
- Work with Ministry officials to devise a plan for moving the TDMS into the functional lines of the Ministry, once the restructuring of the Ministry begins. In some instances, this will only require confirming existing informal relationships and practices.

IX. Recapitulation of Recommendations

This section recaps the recommendations that made in each of the preceding sections.

A. Policy Objective One

Based on the progress made on this policy objective and on the issues discussed above, the team proposes the following recommendations:

1. NPA and conditionality

Continue to play an active role in sectoral policy dialogue and allow specific conditionality to change as required by the evolution of the Ugandan government's reform.

- Encourage the MOES to build capacity to model the effects of different policy decisions, in terms of future growth in the sector and the attendant cost implications. Cooperate with the World Bank, as needed, to maximize the effectiveness of its technical support to the EPU.
- To develop demand for better policy analysis, encourage the Ministry to respond to cost issues and consider trade-offs associated with different strategies. In particular, encourage continuing dialogue among Ministries and its spread to public debate whenever possible. Use avenues of pressure and advocacy such as the media, the legislature, local governments, and churches.
- Encourage the Ugandan government to review all the existing financial studies of the education sector and augment these with further analyses as necessary.

2. Salaries

- Given the current macro constraints, adjust fourth tranche conditionality to reflect the Ugandan government's likely inability to meet the living wage target for FY 95/96.
- Work with the MOES, MPS and MFEP to develop the framework for salary adjustments and growth in teacher employment over the next few years, using a baseline of the current staffing levels and a likely compromise base salary for 1995/96. MFEP macro-projections, which form the basis of its negotiations with the IMF, should include realistic multi-year estimates of numbers of teachers, changes in base salary and required teacher service wage bill allocation.

- In conjunction with the multi-year perspective recommended above, help the Ugandan government articulate its ultimate objective in the area of teachers' terms and conditions of service. Address issues such as how to structure future salary increases, so as to maximize their impact on teacher performance, other incentives to be incorporated into the total teacher remuneration package, and how to link teacher assignment and salaries to maximize rational deployment.
- Analyze the role of non-pecuniary enhancements to teachers' terms and conditions of service needs.
- Implement a sample-based monitoring and evaluation system that can assess the impact of salary changes on teacher behavior, performance and motivation, as well as on the quality and quantity of entrants to teaching profession needs.
- Introduce into the policy dialogue, information from the monitoring and evaluation system to inform future decisions about adjustments to teacher compensation.
- Pursue links between Policy Objectives One and Two. For example, examine the role communities can play in monitoring teacher behavior and performance, or how government increases in teacher pay effect how communities decide to make use of their contributions to school financing.

3. Staffing

- Support dialogue on the issue of establishing a workable school staff ceiling formula.
 - Provide information and examples from other countries where staffing norms were successfully implemented (e.g., Guinea). Strategies such as double shifting, multi-grade teaching, and alternate year recruitment, should be raised for consideration. Minimum workloads defined in terms of class-hours can also be considered.
 - Consult communities on staffing norms. Begin an effort to inform and educate school management committees, parents and founding bodies, to enlist their support for more rational personnel deployment. This could be accomplished through activities of Community Mobilization associated with Policy Objective Two.
- Given the eventual decentralization of personnel management for primary education, coordinate efforts with the MFEP, MPS and the Teaching Service Commission to build capacity at the district level to manage teaching personnel.

B. Policy Objective Two

Amend the program design components related to equity, local-level decision-making, and incentive grants to reflect the intent of the relevant components in a coherent and rational manner.

1. Project component

Help community mobilizers to:

- Explore the use of other models for promoting local-level decision-making.
- Train individuals directly at the sub-county level within the education and RC structure in the use of participatory Community Mobilization materials.
- Define the areas where they work according to administrative districts, rather than TDMS catchment areas.
- Design Community Mobilization activities within a conceptual strategy for how to achieving Policy Objective Two.

Ensure that the Community Mobilization unit:

- Works more closely with the Management Training unit to link the content of their messages and make use of each other's implementation strategy.
- Works more closely with the Incentive Grants program located within the Ministry.

2. Program (NPA) component

- Reconsider the common practice of using grant funds to pay school fees for disadvantaged students. This precludes the process of each community's examining its own needs for improved quality and equity and addressing its own problems.
- Do not award grants for income-generating projects.
- Reduce the size of the incentive grant awarded to each school.
- Continue to give top priority to the most disadvantaged *schools* when awarding incentive grants.

- Preserve the Ministry decision to define disadvantaged *students* as girls for the purposes of the Incentive Grant Scheme; consider modifying it to include only P4 to P7 girls to be consistent with the policy objective of increased persistence.

C. Policy Objective Three

Based on the progress made on this policy objective and on the issues discussed above, the team recommends the following actions on SUPER's pursuit of Policy Objective Two.

1. NPA, conditionality and policy dialogue

- Continue to play an active role in the dialogue on instructional materials and allow the specific conditionality to change as required by the evolution of the reform program.
- Encourage Ugandans to participate more fully in setting conditionality, perhaps by using a mechanism such as the Letter of Intent. Invite the IMU to propose conditionality that will facilitate and support their efforts.
- Support (either through conditionality or dialogue) the Ugandan government's reassessment of its objectives for procurement and distribution of instructional materials, particularly the costs associated with different target ratios and the recurrent cost implications of maintaining cores stocks of books.
- Encourage the Ugandan government to introduce progressively, into the recurrent budget, recurring financing needs for replacing and maintaining textbook stock. Consider using conditionality to address this issue.

2. Instructional materials

- Encourage Ministry and DEO initiatives to offer training in textbook use to schools in the non-TDMS areas.
- Provide assistance to ensure that mistakes in cost-recovery schemes are corrected. Encourage local retention and management of funds. Use TDMS training and mobilization efforts to help build local management capacity.
- Provide assistance for a monitoring and evaluation system that tracks existing textbook stock and changes in textbook ratios. Assess the impact of textbook availability and use on the quality of teaching and learning. Compare the impact of textbooks in TDMS and non-TDMS schools.

3. Procurement and distribution policies

- Help the Ministry develop the capacity to conduct analysis of different procurement and distribution strategies in terms of costs, efficiency, and accountability.
- Help the Ministry to examine the implications of decentralizing responsibility for procuring instructional materials.

D. Policy Objective Four

- In managing project operations, strengthen existing and build additional mechanisms to collect feedback on:
 - tutors' and teachers' use of the in-service materials;
 - the viability of the system for delivering those materials; and,
 - the effectiveness of residential and outreach training activities.
- To avoid undue inequities in providing resources, give high priority in policy considerations to incorporating non-Core PTCs into the reform. Consider the team's suggestions.
- Plan for the gradually transfer of responsibility for TDMS activities to permanent structures in the education sector.
 - Work with the NPERPMC to devise and make explicit a strategy that will move the secretariat from the PIU to the present Commissioner level in the Ministry. Coordinate this strategy with the imminent restructuring of the Ministry, and place TDMS staff within appropriate Ministry offices.
 - Help the NPERPMC strengthen its procedures for determining the decision-making process for policies, its implementation and monitoring processes (task forces, district level discretion, secretary, and so on).
 - Help the Ugandan government explore with its reform partners not only the gradual absorption of the budgetary implications of reform, but also the necessary capacity-building and networking of central institutions required to direct, manage, and generate continuing reform.

E. The Project

The following recommendations should be implemented as the project continues on schedule. They are not intended to halt operations.

1. Training materials

- Continue to use the processes for wide involvement in the development of the modules, with attention to subsequent recommendations. Continue to monitor quality presentation throughout the modules as more are produced and set in permanent form.
- Set a clear policy and process for defining curricula. Identify the group or individual responsible for the "final" decision and monitoring role. Intervene immediately in the PTE modules to limit their scope and to focus their outcomes. Use different strategies for materials at various stages of development. (For example, pilot those that are already produced, give those still in draft form to a limited number of carefully selected and trained editors, and set a clear instructional framework for development of subsequent modules.)
- Articulate a clear and *simple* instructional framework (pedagogy) and apply it throughout the modules to guide the many curriculum and design decisions. (This might be done in a way similar to the format agreements which guide production.) Identify someone or group to play a coordinating and "education editor" role (perhaps the TDMS staff and/or SUPER consultant who have demonstrated such ability in preparing the Management Training modules, or others who have the technical skill).
- Follow the recommendations of other advisors and evaluators on reducing the total quantity of material; make immediate and substantial reductions, especially in the PTE program. Consider reducing the number of subjects to the essential basics.
- Establish procedures to coordinate module-writing among SUPER/TDMS staff to minimize redundancy and maximize consistency.
- Establish procedures to give meaningful feedback to the learner as a regular part of the learning process. Develop strategies for giving feedback a priority in the tutor training. Identify and state explicitly the criteria for assessment and evaluation.
- Continue to view the initial materials as pilots and have in place a process for revision based on the actual field use of the modules.

2. Residential training

- Explicitly articulate the purposes of each of the training sessions and make these goals prominent in all planning and implementation.
- Identify an instructional framework to use in planning all training and specific criteria for monitoring the quality of the training. Use a system for realistic and effective evaluation of training. Ideally, this instructional framework would match that used for the development of the modules.
- Identify a process and responsible party for coordinating training logistics and developing the capacities of the PTCs to assume responsibility. Build needed training skills for all appropriate personnel. Continue to make training a priority and support training skill development throughout the first implementation phase of the reform.

3. PTCs and coordinating centers

- Recognizing the complex task of establishing the new role of the PTCs, encourage the TDMS staff and advisors to bring to bear all possible support for the transition and to be cautious about expansion geographically or in programs.
- Give the outreach tutors all support possible, and use successful situations as pilots to inform other situations. (It may be appropriate to use Peace Corps and VSO Volunteers in this way since they come to the positions with expectations for outreach work.)

F. Management

1. Program

- With the recognition that technical assistance was required to meet each policy objective, look for specific means of strengthening the capacity of NPERPMC to manage activities related to SUPER policy objectives. Put these issues on the committee's agenda and encourage the committee to use its apparatus to achieve them.
- Amend the contract for project execution to allow the resources and flexibility needed to call on the project staff for assistance when subsequent unanticipated tasks related to the reform arise.
- Continue to recognize the critical role of the GDO in managing the whole program and intervening as necessary to ensure that SUPER supports those aspects of the

Ugandan government's reform that are required for the program to fulfill its purposes.

2. Project

- Make adjustments (as described in the Project section) in the management of module development.
- Fill in the gaps on the TDMS management team so that counterparts will acquire total competence needed to continue their role in sustaining the project's benefits.
- Model desired behavioral outcomes. For example, raise the level of participation of Ugandans in the project. Also, reconsider the value of time and effort spent on producing so many documents, some of which are little used, if at all.
- Work with Ministry officials to devise a plan for moving the TDMS into the functional lines of the Ministry, once the restructuring of the Ministry begins. In some instances, this will only require confirming existing informal relationships and practices.

Annex A: Project Evaluation Summary (PES)

Evaluation Abstract: Support for Ugandan Primary Education Reform (SUPER) is comprised of both program (nonproject assistance, or NPA) and project assistance (collectively called the program). The program's goal is to improve the quality of, and reduce inequities in, the primary education system. Its purposes are to:

- Improve students' mastery of literacy, numeracy, and other basic skills
- Improve school administration, management, and accountability
- Reduce inequities in persistence among different groups of children.

SUPER is designed to achieve these purposes through combined inputs of \$83 million in NPA and \$25 million in project assistance funds. Funds were initially obligated on August 31, 1992, so the program is nearing the end of its third year in a project life of eight years.

A. Purpose of evaluation and methodology used

1. Purposes of evaluation

- Describe progress toward achieving program purpose and end-of-program status (EOPS) indicators;
- Identify major constraints to program implementation and achievement of the program purposes and major policy objectives; and,
- Recommend required mid-course actions.

2. Methodology used

The team took its direction from the Scope of Work issued by the General Development Officer (GDO) of USAID/Uganda. The team's findings are based on interviews and documents furnished by USAID/U, SUPER, and others in Uganda. The team began with interviews in Washington, DC, of the project's Senior Technical Advisor and support staff. In Uganda, the team conducted at length and numerous interviews with the chief of party and staff of Academy for Educational Development, the prime contractor of SUPER, and their counterparts, the staff of the Teacher Development and Management Support (TDMS). The team also interviewed other officials in the Ministry and education-sector institutions who have played a significant role in the project. The team read many--though certainly not all--of the materials, reports, and other documents produced during the course of the project.

The team reconvened formally at the end of each week to discuss findings and concerns. Team members also briefed each other informally almost every day. Although each focussed

on a particular aspect of the program, the team's findings were generally consistent and related to the same basic dynamics of the program.

B. Purpose of activities evaluated

SUPER is comprised of both program (nonproject assistance, or NPA) and project assistance (collectively called the program). The program's goal is to improve the quality of, and reduce inequities in, the primary education system. Its purposes are to:

- Improve students' mastery of literacy, numeracy, and other basic skills
- Improve school administration, management, and accountability
- Reduce inequities in persistence among different groups of children.

C. Findings and Conclusions

Policy Objective One: Improve Teachers' terms and conditions of service: Progress toward achieving this objective is the result of effort in several quarters. Although much credit is due to the Ugandan government for beginning the process of successful achievement of significantly raising teachers' salaries, substantial strategic and technical support appears to have come from USAID/U. The GDO took the lead in raising the issue of salary increases with the relevant ministries (education, finance, and public service) and coordinated communication and decision-making between these ministries on this issue.

Policy Objective Two: Allocate resources to allow local-level decision-making on school management for improving quality and increasing the equity of primary schooling: The achievement of this policy objective was stymied from the start by the complexity and lack of clarity of the objective itself. In contrast to the case of Policy Objective One, however, the project design discusses the broad mechanisms for achieving this objective, and it specifically provides for technical assistance in managing these mechanisms. In accordance with the SUPER design, Community Mobilization was managed within the project by the TDMS team. This management assistance, however, was late in arriving. Before it became effective, the Ugandan government was forced by the need to meet conditionality to manage the disbursement of incentive grants on its own. It did so, but as described, in a manner that may not achieve the objective. Also, the Community Mobilization unit did not receive the weight of short-term technical support from the contractor that other components of the project have received.

Policy Objective Three: Allocate resources to provide primary schools with a sustainable supply of instructional materials needed for effective teaching: Similar to the case of Policy Objective One, the project design did not specify any source of technical assistance for achieving the objective. In contrast to the first objective, the Ministry took the lead in

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The team leader should also consult by telephone with the Contractor's senior technical advisor, Dr. David Evans, at the University of Massachusetts, Amherst, a subcontractor to AED on this project. A six day week is authorized during the period of field work in Uganda. The contractor is authorized a further five person days to revise, edit and produce the final report.

C. Duty Posts

Washington D.C. (Up to 7 working days)

Kampala, Uganda (Evaluation team for approximately 22 days)

Various Districts in Uganda (The Community Mobilization Specialist will conduct a survey in up to 10 districts; other evaluators may require some up-country travel to observe/assess district based activities.)

D. The evaluators are required to provide their own computers, printers and any other ADP needed to carry out the evaluation. Computers and printers are difficult to locate and expensive to rent in Kampala and it is suggested that the evaluators bring portable equipment with them.

E. The contractor may wish to obtain a copy of the SUPER Program Assistance Agreement Document (PAAD) from the Uganda Country Desk Officer, East Africa Office, Africa Bureau, USAID, Washington, D.C.

managing activities related to the third objective. While the Instructional Materials Unit has called on the SUPER project and the World Bank staff for specific technical assistance, it appears to have borne most of the management responsibility itself. Moreover, it has managed activities within the context of the NPERPMC, thus using the channels intended by SUPER as policy making and implementation mechanisms.

Policy Objective Four: Restructure and rationalize the primary teacher training system to integrate in-service, pre-service, and school management training and support:

Activities that have led to achievement of this policy objective were intricately linked to achievement of all project objectives, all managed by the SUPER staff, in close collaboration with the GDO, and the oversight of the NPERPMC. When necessary, the SUPER chief of party and GDO have played an important role in managing the cooperation of other institutions. Under the auspices of the NPERPMC, ITEK was brought in to participate in certifying pre-service teacher training courses, and UNEB was brought in to design examinations of student (teacher trainee) performance in the courses. The Ministry of Public Service cooperated in the establishment of outreach tutor positions.

D. Principal Recommendations

Detailed recommendations were given to improve project management.

Policy Objective One: Continue to play an active role in sectoral policy dialogue and allow specific conditionality to change as required by the evolution of the Ugandan government's reform.

Policy Objective Two: Amend the program design components related to equity, local-level decision-making, and incentive grants to reflect the intent of the relevant components in a coherent and rational manner.

Policy Objective Three: Recommendations center on NPA, conditionality and policy and dialogue, instructional materials, procurement and distribution policies

Policy Objective Four: Recommendations center on project operations, providing equitable resources, and project sustainability.

Additional recommendations focused on improving training materials, residential training, and PTCs and coordinating centers.

E. Lessons Learned

- *The clarity of the objective.* Policy Objective Two, less well conceived than the other three, has been more difficult to achieve.
- *The degree of concerted technical assistance provided.* Policy Objectives One and Four received the most concerted attention and were achieved. On the other hand, Policy Objective Three was superbly implemented with relatively less assistance. Policy Objective Two suffered from inadequate attention.
- *The competence of those in the Ugandan government designated as responsible for its execution.* This appears to have helped in the case of Policy Objective Three and, to some extent, One. It is becoming apparent, however, that the Ministry will need to increase its capacity to collect and analyze quantitative data on its school system (as anticipated in the program design) to continue raising salaries. The Ministry also needs to accept responsibility for increasing local responsibility for monitoring quality and equity.
- *The locus of implementation and number of parties required for its execution.* Policy Objectives One and Three were executed by Ministry staff in Kampala. Objective Two requires the participation of many people both in Kampala and at the district and community levels. This has been more difficult to orchestrate. Objective Four, by contrast, also required a broad range of participation, and it has been successfully executed, relative to Two.
- *The Ugandan government's familiarity and experience with the procedures required for its execution.* This factor had a positive influence on achieving Objective One. It has been a major constraint on Two, and appears not to have been a factor on either Three or Four.

Annex B: Sources of Information

Annex B: Sources of Information

Interviews

During the course of the evaluation, the team met with all individuals in the following organizations:

- The National Primary Education Reform Program Management Committee (NPERPMC) (except for Mr. Ssenduala, Mr. Songa, Mr. Sentamu, and Ms. Nannyonjo);
- The Teacher Development and Management System (TDMS); and,
- The Academy for Educational Development SUPER staff (Uganda and Washington, DC).

The team met with the Mission Director, GDO Supervisor, GDO Education Officer, and the GDO Education Assistant at USAID/Uganda.

In addition, the team met with:

- The Incentive Grants Officer of the MOES;
- District education officials in Bushenyi, Mubende, Masaka, and Mpigi districts; and,
- Representatives of NGOs working in community mobilization (Redd Barna, World Vision, UNICEF) and religious foundations supporting colleges.

While some meetings were more extensive than others, all were substantive.

Documents

The team read each of the major planning and implementation documents associated with SUPER, as well as the Ugandan government's documentation on the reform. These documents are referred to in the body of the report.

Annex C: Evaluation Team's Scope of Work

SCOPE OF WORK

First Evaluation
Support to Uganda Primary Education Reform (SUPER)
Project (617-0131) & Program (617-0132)

Background

SUPER is comprised of both Program (NPA) and Project assistance (hereinafter referred to collectively as the Program) which share one over-arching goal and three specific purposes. The goal is to improve the quality of, and reduce inequities in, the primary education system. The purposes are:

- 1) To improve students' mastery of literacy, numeracy and other basic skills;
- 2) To improve school administration, management, and accountability; and
- 3) To reduce inequities in persistence among different groups of children.

SUPER is designed to achieve these purposes through combined inputs of nonproject assistance (NPA) of \$83 million, and \$25 million in project assistance (PA).

SUPER focuses on the following four reforms in the GOU's Primary Education Reform Program (PERP):

- i) re-establish the teaching profession by improving teachers' terms and conditions of service;
- ii) enhance community participation in and responsibility for primary school education; and
- iii) establishing a sustainable system of allocating resources for instructional materials.
- iv) strengthen teacher training programs by improving curriculum content, making standard materials available, and integrating pre-service, in-service and management training to increase the percentage of trained teachers and administrators;

The first three policy objectives are targeted by NPA. Project assistance targets the fourth policy objective through support for a new, integrated teacher training program, the Teacher Development and Management System (TDMS). This system is designed to provide inservice, pre-service and school management training and support. PA also funds a buy-in to the Improving Educational Quality (IEQ) Project (936-5836) to conduct educational research and evaluation intended to inform the reform program. Evaluation of the IEQ component of SUPER is not included in this mid-term evaluation.

Other reforms under the PERP undertaken mainly with World Bank assistance are:

- v) revise the school curricula to more realistically reflect present day resources, needs and aspirations of Uganda;
- vi) revamp the examinations process to suit new curricular demands and introduce a standardized national assessment;
- vii) revitalize local educational publishing; and
- viii) rehabilitate primary schools and teachers' colleges.

Progress in achieving Program objectives is summarized below:

1) Improve teachers' terms and conditions of service:

Salaries for the lowest paid qualified teachers increased from \$8 in 1992 to \$46 today. The Government of Uganda (GOU) has committed itself to paying the teachers a living wage of at least Ush 70,000 per month (approx. \$76) by FY 96. IMF limits on the overall wage bill pose a major obstacle to achieving this target and are the subject of current dialog between USAID and the Ministry of Finance and Economic Planning (MOFEP).

A critical aspect of improving teachers' terms and conditions of service is the implementation of establishment controls on the number of teachers that each school can employ at Government expense. Staff ceilings are needed to stabilize the hitherto uncontrolled teacher payroll. The GOU has adopted a policy of establishing ceilings on the number of teachers at each school. The first step in implementing this policy was a national teacher census in May. A second step was the adoption of a formula that regulates the allowable number of teachers to a forty to one ratio of pupils to teachers. The Ministry of Education and Sports (MOES), Ministry of Public Service (MOPS), Ministry of Local Government (MOLG) and the MOFEP are working together to implement the ceilings by the start of the 1995 school year in February. This measure is intended to lead to a better-trained, more efficient teaching force whose terms and conditions can be more justifiably and rapidly improved.

2) Allocate resources to provide primary schools with a sustainable supply of instructional materials needed for effective teaching:

SUPER is working closely with the MOES and MOFEP to standardize a procedure through which government will routinely allocate funds in its budget for instructional materials for schools. The Instructional Materials Unit (IMU) of the MOES is working towards its target of supplying one set of four subject books for every three pupils in each government-aided primary school. The initial

vote of \$3 million, in the FY 1993/94 development budget has been committed to the purchase 716,000 books for all government-aided primary schools in the country.

3) Allocate resources to allow local level decision making on school management to improve quality and increase equity of primary education:

The community mobilization program has lagged behind other reform activities. A contractor National Community Mobilization Advisor and an MOES Incentive Grants Co-ordinator were recruited in June 1994 and are working jointly to plan and implement activities. An incentive grants scheme to provide direct grants to schools to enable them to expand access and services for disadvantaged groups of children, especially girls, was started in August. Schools in 10 districts schools submitted written proposals to compete for the grants. 100 schools in the ten TDMS districts have received grants.

All schools have identified lack of school fees as the major obstacle to persistence of needy children. As a result, schools proposed income-generating projects not directly related to academic conditions. Because of the limited success rate of income-generating projects USAID is apprehensive that these projects may not yield the expected profits to support disadvantaged pupils in school and that they could, in fact, involve pupils in project chores and take away from time on learning activities. The outcome of this initial cycle of grants for school projects will be closely monitored to determine the approach to subsequent allocations of incentive grants.

SUPER has initiated activities targeted at mobilizing communities to participate in school construction programs. A local consulting firm has been contracted to design and carry out these activities.

4) The TDMS Program

The TDMS Program was constrained by a lack of counterpart staff from the program's inception in September 1993 until the posting of staff in March 1994. Since the posting of staff, program development has moved ahead briskly:

(a) Primary Teacher Education inservice training materials for English, Math, Science and Education Fundamentals were produced and new modules continue to be trialed by NITEP. These materials will be adapted for residential pre-service courses which lack standardized instructional materials. The long term technical advisor for in-service education arrived in November 1994.

(b) The long term technical advisor in management training

arrived in April 1994. He is overseeing the production of management training materials which will be used to train Headteachers in February 1995. TDMS will serve as the delivery system for management training services as well.

(c) The Teaching Service Commission, in collaboration with TDMS and SUPER has interviewed and selected 260 staff for the six TDMS phase one and two districts to fill the posts of Principals, Deputy Principals and Senior Principal Tutors.

Article I: Title

Formative Mid-Term Evaluation of the Support to Uganda Primary Education Reform (SUPER) Program.

Article II: Objective

To carry out a participatory formative mid-term evaluation that:

- 1) Describes progress towards achieving program purpose and End of Program Status (EOPS) indicators.
- 2) Identifies major constraints to program implementation and achievement of the program purposes and major policy objectives.
- 3) Recommends required mid-course corrections.

Article III: Statement of Work

A team of four experienced evaluators shall conduct a formative evaluation of the SUPER Program. The diversity of policy interventions and specialized project activities will necessitate the use of evaluators with expertise in (1) education sector policy reform (team leader); (2) in-service teacher education; (3) community mobilization; and (4) a person knowledgeable about primary education in Uganda. Two members of the team, the Education Sector Policy Reform Specialist (who shall serve as the team leader) and the In-Service Teacher Education Specialist shall be contracted through this IQC delivery order. The Local Education Specialist shall be contracted separately in Uganda. The Community Mobilization Specialist shall be provided directly by USAID. Both the Local Education Specialist and the Community Mobilization Specialist shall work under the direction of the team leader. In addition to the evaluation of the Program as described herein, the evaluation shall also determine the GOU financial contribution (in-kind and cash) to the Program to date.

The evaluators shall fully involve Government of Uganda (GOU) counterparts, especially those in the Project Implementation Unit (PIU) of the Ministry of Education and Sports (MOES) which has primary responsibility for implementing the Primary Education Reform Program (PERP). A list of key counterpart officers and institutions involved in the SUPER Program appears in attachment No. 1 to this SOW.

The Education Sector Policy Reform Specialist shall serve as the team leader and as such, should be an experienced program/project evaluator. The Sector Reform Specialist shall assess progress towards achieving the Program's key policy objectives. S/he shall relate progress on targeted policy and program objectives to progress in achieving the Program's EOPS. S/he shall also assess the effectiveness of AED's management of Project in-puts. S/he shall present a written draft evaluation report before the evaluation team departs Kampala. The In-service Training Specialist will assess the performance of the TDMS network, including Coordinating Centre Tutor and teacher training activities and the management training program. The Community Mobilization Specialist will assess the Program's community mobilization component and determine the value of the GOU's total contribution to the Program to date. Specific duties and responsibilities of each of the three evaluators are given below.

A. Policy Sector Reform Specialist

The SUPER Program is implemented within the context of and provides support to Uganda's Primary Education Reform Program (PERP). The 1992 White Paper on Education provides the blueprint for the reform of primary education. USAID and the World Bank are the two major donors financing primary education reforms.

The Sector Policy Reform Specialist shall examine Uganda's overall primary reform program in order to assess progress in achieving those reforms targeted by USAID within the broader context of the GOU's overall efforts. Within this context attention shall be given to the four key policy reforms targeted by the SUPER Program. Specific duties and responsibilities of the specialist shall include but not be limited to:

1. Assess the progress to date in achieving each of the four key policy reforms targeted by the SUPER Program and relate this progress to the likelihood of achieving EOPS indicators set out in the Program design.
2. Identify the major constraints and weaknesses in design and/or implementation of program activities to the successful achievement of the four key policy reforms and Program EOPS indicators and purposes.
3. Recommend mid-course corrections that are necessary to refocus Program activities or to address identified constraints.
4. Assess the effectiveness of the management systems that AED has established to implement and account for Program activities.
5. Assess the effectiveness of Program management structures, including the Primary Education Reform Program Management Committee (NPERPMC) and the various Task Forces established to implement Program and Project component.

6. Assess the effectiveness of co-ordination among AED's project staff, the Ministry of Education and Sports key counterparts and cooperating institutions and the World Bank's PETD.
7. Prepare and present a written draft evaluation report prior to departing Kampala.
8. Organize a seminar (up to one day) to present the team's evaluation findings to key stakeholders in the Primary Education Reform Program.
9. Provide overall supervision and direction to the evaluation team.

B. The In-Service Teacher Training Specialist

This specialist shall be concerned with the evaluation of activities carried out under the Teacher Development and Management System (TDMS). TDMS was launched in September 1993 to take charge of in-service teacher training and the equipping and delivery of materials to Primary Teachers' Colleges and primary schools in ten district-based areas. The evaluator will establish the progress achieved in establishing and activating the TDMS program. Specific duties and responsibilities of this person shall include but not necessarily be limited to:

1. Assess the effectiveness of the administrative machinery set up to manage TDMS activities at the MOES headquarters and in the districts.
2. Assess the progress achieved in establishing the TDMS Phase 1 network and implementing start-up activities.
3. Assess the progress attained in establishing the TDMS Phase 2 network.
4. Assess co-ordination between the TDMS program and the World Bank construction program and the impact of delays in the construction program on overall program implementation.
5. Assess the quality of the syllabi, curriculum and training materials produced for the in-service teacher training program. Also, assess the efficiency and cost-effectiveness of the process used to produce these materials.
6. Assess the quality of the syllabi, curriculum and training materials produced for the in-service management training program. Also, assess the efficiency and cost-effectiveness of the process used to produce these materials.
7. Assess the quality of the training program design to prepare Coordinating Centre Tutors for their roles as TDMS outreach tutors.
8. Assess the quality of the curriculum and training materials produced to train Coordinating Centre Tutors.

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9. Assess the effectiveness of co-ordination among AED's project staff, the Ministry of Education and Sports key counterparts and cooperating institutions and the World Bank's PETD.
10. Identify major constraints and obstacles to implementation of the TDMS program.
11. Recommend changes in the materials development or training approach or in specific activities that are justified by experience to date.

Article IV: Reporting Requirements

The evaluation team leader shall be responsible for ensuring all reporting requirements are satisfied. S/he shall report to the General Development Officer responsible for the SUPER program. S/he shall make at least one verbal report per week to the GDO.

To ensure full participation of Ugandan educators involved in implementing the reform the evaluators shall present their major findings and recommendations to up to twenty-five senior Government of Uganda Officials and other project stakeholders in a one-day seminar prior to the team's departure from Kampala. The evaluation contractor shall be responsible for all of the arrangements and financing for this one day seminar.

The team leader shall be responsible for preparing a draft report and submitting three copies of it to the Mission prior to his/her departure from Kampala.

Ten copies of the final report shall be sent to USAID/Kampala within 3 weeks of receipt of USAID's written comments on the draft report. The final report shall be accompanied by a Project Evaluation Summary (PES) prepared according to the outline presented in Attachment No. 2. The contractor shall include in its submission both the final report and the PES on a 3.5 inch diskette formatted for DOS version 3.0 or higher, written in WordPerfect version 5.1 or higher.

Article V: Evaluation Arrangements:

A. Terms of Service - The evaluation team is expected to commence work in Uganda on or about March 27, 1995 and complete data collection and production of a draft report on or about April 15, 1995. The final report shall be completed on or about May 15, 1995.

B. Work Days Authorized

Prior to arrival in Uganda the team leader is authorized two person days in Washington D.C. to consult with the Project's prime Contractor, the Academy for Educational Development (AED).