

**Support to Uganda Primary
Education Reform**

Final Report

**The Basic Education and Policy Support
(BEPS) Activity**

**Contract No. HNE-I-00-00-00038-00
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EXECUTIVE SUMMARY

ESIP Review

Overall, the Ministry has met the undertakings set forth for this review. The most critical issue addressed by the Education Sector Investment Plan (ESIP) is the shortage of teachers. The undertakings (conditionalities) agreed upon at the October 2000 ESIP review reflect this high-priority concern. This report highlights issues of concern to USAID/Uganda. For a more complete account of the ESIP review, the Aide Memoire of the review is attached.

USAID/Uganda's Tranche 7 Conditionalities

The Ministry has fully met two of the five conditionalities:

- Funding for education, primary education, and instructional materials
- Accountability of public expenditures (audits)

It has partially met three of the five conditionalities:

- Budgeting based on minimum-quality standards
- Parental and community support for improving education
- Management of districts and schools

New Directions

USAID/Uganda has decided to refocus its present program and future strategy in the education sector on four areas:

- Quality
- Girls' education
- Computerization of ITEK and PTCs
- Combined health and education activities, including HIV/AIDS

Based on the new focus, the ESIP process, and discussions with Ministry staff, this report suggests four objectives and related support activities:

- Reduce the wastage in teacher education
- Improve teachers' performance in the classroom
- Improve pupils' health and safety
- Decentralize education services

The modalities for support will have to be selected once objectives have been determined. The report makes some general recommendations for deciding upon objectives and modalities of support.

- **Project support.** In designing project activities, USAID/Uganda should work closely with the Ministry, the Education Sector Consultative Committee (ESCC), and the Education Funding Agencies Group (EFAG) to set objectives. The Ministry is actively engaged in complying with the conditions set by the ESIP Review, which reflect its own priorities and those of most funding agencies. For two reasons, USAID/Uganda should try to align its objectives with ESIP priorities. First, the Ministry will pay less attention to activities that it sees as outside of its main focus (witness our review of Tranche 7 conditionalities). Second, any funding agency activities outside those set by the Ministry in the ESIP are effectively diverting Ministry resources from the priorities it has set for itself.
- **Budgetary support.** USAID/Uganda could choose to participate in the ESIP funding process, using the same conditionalities (or undertakings) that are agreed to by the Ministry and the Education EFAG. Like the European Union, USAID/Uganda could even earmark its funding for specific parts of the ESIP program. Earmarking would help to align USAID/Uganda’s budgetary support with project support. For Tranche 8 funding in particular, during which time period the Mission is reorienting its education sector objectives and program, budgetary support to the ESIP process would support the Ministry’s current high-priority actions.

USAID/Uganda could also choose *not* to participate in the ESIP funding process. If it chooses instead to develop its own conditionalities, these should be presented in terms of results, not actions. Several of the Tranche 7 conditionalities dictated specific actions that the Ministry must undertake rather than policy objectives it must meet. In some instances, the Ministry was fulfilling the spirit of the conditionalities but following different—sometimes more reasonable—actions. Where budgetary support is used in the future as a tool for policy reform, it should not prescribe specific actions.

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GLOSSARY

BEPS	Basic Education and Policy Support Activity
CCT	Coordinating Center Tutor
EFAG	Education Funding Agencies Group
EMIS	Education Management Information System
ESIP	Education Sector Investment Plan
ESCC	Education Sector Consultative Committee
GOU	Government of Uganda
ITEK	Institute for Teacher Training at Kyambogo
MOES	Ministry of Education and Sports
MTBF	Medium-Term Budget Framework
PAF	Poverty Action Fund
PEAP	Poverty Eradication Action Plan
PTC	Primary Teacher College
TDMP	Teacher Development and Management Plan
TDMS	Teacher Development and Management System
UNEB	Uganda National Examinations Board
USAID	United States Agency for International Development

I. INTRODUCTION

Between October 10 and November 3, 2000, I consulted with the United States Agency for International Development/Uganda (USAID/Uganda) on its Strategic Objective #3: Education. I was fielded by GroundWork, a member of the Basic Education and Policy Support (BEPS) project consortium, which organized the consultancy.

Statement of Work

The solicitation for technical assistance in the education sector summarizes these three tasks:

- Participate in the fourth Education Sector Investment Plan (ESIP) Review, scheduled to take place between October 16 and 19
- Compile documentary evidence on the Government of Uganda's (GOU's) compliance with the 7th tranche conditionalities and prepare a document to that effect
- Finalize the proposed conditionalities for the 8th tranche disbursement

Upon my arrival at USAID/Uganda, the Scope of Work (SOW) was modified. The mission had just received approval of its Concept Paper for its Integrated Strategic Plan (September 19, 2000) and thus decided not to continue programming budgetary support (Non-Project Assistance) as had been planned. The Deputy Director directed me not to develop Tranche 8 conditionalities but instead to begin exploring new directions for the remaining years of the current program and a strategy for the newly approved SO 8, which encompasses education and health.

During my consultancy, I also undertook a few additional short tasks, which are reported here.

Organization of the Report

This introduction is followed by four chapters, in line with the organization of my revised SOW:

- The ESIP Review
- Tranche 7 conditionalities
- New strategic directions
- Other tasks

II. ESIP REVIEW

I attended the fourth ESIP Review meeting, October 16-19, at the Nile Conference Center. This chapter summarizes what took place at that meeting. The attached Aide Memoire of the meeting describes more fully the objectives of the review, its accomplishments, and issues and concerns that arose.

The ESIP Framework

The ESIP and its semi-annual reviews are directly linked to USAID/Uganda's September 2000 Concept Paper for its Integrated Strategic Plan, which supports the government's Poverty Eradication Action Plan (PEAP).

Because government believes that education has an impact on the lives of the poor, it has established education targets and monitoring indicators in the PEAP. The long-term targets of the PEAP are to approach 100 percent enrollment by 2003, with a pupil-teacher ratio of 41:1 by 2009. Current targets are in Table 1.

Table 1. PEAP primary education targets

	1998/99	1999/00	2000/01	2001/02	2002/03
Pupil-teacher ratio	68:1	58:1	48:1	45:1	45:1
Pupil-classroom ratio	131:1	118:1	99:1	88:1	79:1
Pupil-textbook ratio	6:1	6:1	4:1	3:1	3:1

At the ESIP Review in October 2000, government, funding agencies, and other stakeholders reviewed progress toward meeting these targets and completion of other undertakings related to the targets.

This was the fourth six-monthly ESIP Review, the first having taken place in April 1999, the second in September/October 1999, and the third in April 2000. The broad aim of the review was to identify strengths and weaknesses of the education system and to make recommendations for improving equitable access, quality, and efficiency.

Progress Toward Undertakings

The ESIP Review participants looked at two sets of undertakings that the Ministry was to have completed by this meeting. One set of seven was carried over from the previous review in April. Another set of twelve were introduced in April. The Ministry announced to the review participants which undertakings it had met and which it had not met (the complete table is annexed to the attached Aide Memoire).

Undertakings Carried Over from April 2000 Review

The ministry has met the following undertakings carried over from April 2000:

- The semi-annual independent audit
- Computation of outstanding teachers' arrears payment and measures in place to prevent further arrears
- A system for using resource-based minimum quality standards and unit costs for MTBF strategic planning (satisfactory progress)

The ministry had not met the following undertakings carried over from April 2000:

Updating of teachers' payroll
 Completion of restructuring of MOES
 90 percent of established primary teachers' posts filled

One other undertaking was judged unrealistic and left to be modified.

Undertakings Set for October 2000 Review

At the October 2000 review, the Ministry had met most of the undertakings introduced in April to be met by this review. These are:

- Budget and releases in line with MTBF, MOES, and Poverty Action Fund (PAF) guidelines, maintaining a minimum of 31 percent of recurrent discretionary expenditure for the education sector with at least 65 percent of this for primary education. (Actually, the budget is at 29 percent; shortfalls were mainly with the primary teachers' wage bill and instructional materials)
- Joint reviews and regular meetings of the Education Sector CC
- Annual independent audit
- Teacher utilization studies and costed action plan in the Mid-Term Budgetary Framework (MTBF) (on track)
- Access to the payroll of 80 percent of district ceilings for primary teachers; strategies developed to attract teachers to disadvantaged communities
- A system of monitoring and evaluating progress in the sector, including EMIS and NAPE
- Meeting of target ratio for textbook and non-textbook instructional materials for four core subjects;
- Post-primary Education and Training Policy framework and costed plans; and
- Costed plans for district and center capacity building; completed restructuring and recruitment of MOES personnel (90 percent of posts filled)

The two undertakings not met are:

- A policy framework for equitable access for disadvantaged groups
- Completion of a monitoring and evaluation system, including an Education Standards Authority

Revisions to the Undertakings

The Ministry and the funding agencies agreed to change the format of undertakings and to reduce their number. Thus, there are now four undertakings that are ongoing, to be reviewed at each semi-annual meeting.

Three of these are expressed in terms of performance indicators toward which progress should be measured for each review:

- Budget releases for education at minimum of 31 percent and for primary education at minimum 65 percent of recurrent discretionary expenditures
- Pupil-teacher, pupil-core textbook, and pupil-classroom ratios calculated nationally and by district
- Sharing of appropriate age range of girls and boys in P7 nationally and by district.

The fourth ongoing undertaking is an independent audit every six months.

In addition, three “process” undertakings—actions that move them toward meeting the performance criteria listed above—that had not yet been met have been retained. These are:

- 90 percent of established primary teachers’ posts filled
- A policy framework for equitable access for disadvantaged groups
- Completion of a monitoring and evaluation system, including an Education Standards Authority

The funding agencies have agreed to drop all other undertakings.

ESIP Issues of Interest to USAID

This report will not repeat the thorough account of the ESIP review covered in the attached Aide Memoire. Instead, it focuses on issues particularly relevant to USAID’s interests: teachers, equity, decentralization, and instructional technology.

Teachers

Teachers are of interest to USAID for two reasons. First, the overarching objective of the SUPER project was to improve teachers’ conditions and training. Second, the performance of teachers—related directly to their conditions and training—is the single most important influence on the quality of the primary education system, and USAID’s program and strategy will continue to address quality issues. The ESIP review identified the shortage of qualified teachers in primary schools as the most serious problem faced by the education sector.

Recruitment

Eight years ago, when Uganda began to reform its education system, the greatest constraint on improving education was an education budget too small to pay teachers a living wage. Today, when the budget can accommodate 125,000 teachers at a wage four times what it was in 1992, improvement in the education system is constrained by too few teachers. By mid-2000, the ministry had only been able to recruit 89,000 teachers. As the number of pupils is now above 6.2 million, this results in an average pupil-teacher ratio of at least 70:1.¹

Several factors have hampered the ministry's recruitment efforts since April 2000, when the ESIP Review stressed recruitment as top priority. The recruitment process is long and complex, involving seventeen steps and four ministries. Recruitment has been decentralized, yet District Service Commissions have not always been able to recruit in time for the opening of the school year. In spite of a concerted effort by the Ministry of Public Service to pay teachers on time, salary arrears in most districts are significant.² These conditions discourage qualified teachers from taking (or keeping) their position. Compounding these problems is the delay in payroll access. About 14 percent of teachers serving in 4000 government-aided schools are not yet on the payroll.

Recruiting more teachers is the most urgent problem to surface at the ESIP review, and its solution is highest priority. An inter-ministerial task force is addressing the problem.

Training

An important contributing factor to recruitment problems is the wastage rate of over 40 percent at Primary Teachers Colleges (PTCs). Pre-service training programs at these 45 colleges graduate about 9,000 teacher candidates each year. But this number would be much larger if more students passed their exams after two years. Those who don't pass either drop out or repeat, clogging the system. According to a preliminary report by a team evaluating the Teacher Development and Management System (TDMS), the causes of wastage are manifold: candidates who enter the PTCs have poor records (low passes) from secondary school; the quality of tutors, especially pre-service tutors, is poor, and the morale of those not yet on the payroll is low; and instructional materials are inadequate. Most of the better pre-service tutors were attracted to the in-service program introduced by the TDMS in 1992, leaving pre-service training especially weak. Finally, now that the TDMS has been absorbed by the Ministry of Education and Sports (MOES), leadership in improving the quality of teacher training has been given to the Institute for Teacher Education at Kyambogo (ITEK), which has not yet taken significant steps to address the problem.

Deployment

In addition to recruitment and training challenges, the Ministry continues to struggle with deployment issues: attracting teachers to disadvantaged rural areas. Deployment strategies,

¹ World Bank. "Uganda Poverty Reduction Strategy Credit," Chapter on Education, October 2000, p. 15.

² Ministry of Public Service Response to Concerns Raised in the Plenary Session of the ESIP, 16 October 2000.

which have never been satisfactorily implemented, have now been complicated by decentralization of primary education. Procedures for inter-district transfer of teachers must be developed and implemented.

Equity

Equity issues are important to USAID because of its new focus on girls' education. Among the conditions not met by the Ministry at this ESIP review, one is the completion of a framework for equitable access in disadvantaged areas. Issues of equity, including girls' education, did not attract much attention during the review. The incomplete equity framework did not draw any comments from government or funding agency participants.

The importance of equity in the ESIP does seem to be a contentious issue, however, among the funding agencies. One of the four ESIP strategic policy objectives is "an increase in the participation of females, of disadvantaged groups, and of children with special educational needs." Some funding agencies argue however that the equity problems addressed in this objective are secondary to more "mainstream" concerns, notably the shortage of teachers. Others argue that funding agencies should pay more attention to improving the persistence of girls and providing education to children in economically disadvantaged parts of the country. The issue came to a head in this ESIP review over whether or not to drop the requirement (undertaking) for a framework for equitable access in disadvantaged areas, and whether or not to strengthen performance indicators regarding girls. The funding agencies eventually agreed to keep the requirement for a framework but not to change the performance indicators.

Decentralization

The ongoing process of decentralizing primary education is important to USAID because this process is having a profound effect on the quality of education, and because USAID has a project supporting decentralized governments and their provision of services, including education. Issues directly related to decentralization were prominent at the ESIP review.

District Education Officers (DEOs) are responsible, in conjunction with communities, for the delivery of primary education, while the MOES' role has shifted to become one of policymaking, investment management, and quality assurance. In practice, DEOs are responsible for monitoring and supporting all primary schools within their districts, and they work with the district's Chief Administrative Officer (CAO) to develop plans and budgets that integrate social services. Through the District Service Commission, each district recruits and assigns primary school teachers, although payment of teachers' salaries remains a central responsibility. The main source of financial support to primary education is through the Poverty Action Fund (PAF), which provides for 12 conditional grants for education. While a number of these are donor-specific initiatives, primary teachers' salaries, classroom construction, school capitation grants, support for TDMS, and funds for instructional materials are provided through the PAF. Currently, about 75 percent of the total PAF is

transferred for education, and 72 percent of all government resources for education are provided through the districts.³

The devolution of responsibility for primary education to district level has a number of consequences. The lack of clarity over roles and responsibilities, especially between the CAO, DEO, and Local Council, confuses management and accountability responsibilities. The conditional grant for construction (SFG) functions reasonably well, but has an unclear relationship with the Local Government Act; the UPE capitation grant suffers from serious delays at the district level, and non-compliance with administrative guidelines. Capacity to plan and account for expenditure is low, especially at the school level, and guidelines for both grants are seen as excessively rigid. There is a concern that over-proliferation of conditional grants is not promoting good governance and has a negative impact on service delivery.⁴

A number of reforms supported by the SUPER program have been directly affected by decentralization. Perhaps most important is the uncertain relationship between staff of the TDMS and the DEO, which does little to facilitate the tailoring of training to identified needs. The reporting responsibility of the Coordinating Center Tutor (CCT) has come into question: some DEOs want the tutor to report to the administrative office rather than to the PTC. Another issue is whether and how to provide every district with a core PTC so that it can offer in-service training and other functions of the TDMS. Alternatives for decentralizing the selection, procurement, and distribution of textbooks have been considered by Parliament, which has decided recently to maintain centralized textbook procurement. Problems with teacher recruitment and deployment have been noted above.

Instructional Technology

USAID has decided to include support to instructional technology in PTCs in its current program and long-term strategy. The Teacher Development and Management Plan (TDMP), which received special attention in the ESIP review, includes as a strategy for improving teacher training the introduction of communication technology in PTCs. The strategy, however, was not discussed at the review.

Other Items

In their opening statements, the Minister of State for Primary Education and the Permanent Secretary raised points relevant to USAID's present program and future strategy. Though some of these did not receive discussion in the review, they are worth noting.

- Post-primary education (secondary and BTVET—or Business, Technical, Vocational Education and Training) requires a new funding structure. The present undertakings require the MOES to allocate 65 percent of its recurrent discretionary expenditures to primary education. Yet with the UPE “bulge” of students who entered the system in

³ World Bank, work cited, page 21.

⁴ World Bank, work cited, page 21.

1997, secondary education will soon require a larger percent of the recurrent expenditures than the 12 percent it is currently allocated.

- The minister noted that the MOES continues to support the “project approach” to education investments, as long as projects are within the ESIP framework of objectives.

III. COMPLIANCE WITH TRANCHE 7 CONDITIONALITIES

USAID/Uganda asked me to review from a technical standpoint government's submission of evidence of its compliance with the five conditionalities of Tranche 7 release of funds. This chapter is a report on my review. It begins with a brief summary of the five Tranche 7 conditionalities, the status of the government's progress toward meeting each of them, and comments. The following five pages present tables with more detailed accounts of the status of progress. (I also drafted an Action Memo presenting this information, which has been delivered to the mission under separate cover.)

1. Allocate and release specified percentages of the government recurrent budget (1999-2000) to (a) education, (b) primary education, and (c) instructional materials.

Status: Fully met (\$ 2,000,000)

This conditionality is also an undertaking of the ESIP, and government has had much to gain by full compliance.

2. Develop minimum quality indicators of school/student performance and a budget based on costs of raising performance to these levels.

Status: Mostly (four/fifths) met (\$1,500,000)

Government has developed a Medium-Term Budget Framework (MTBF) based on costs of schools' performing at minimum standards. In this sense, the conditionality has been met. It has not been fully met, however, for two reasons. First, although indicators and costs have been developed at the central level, they have not yet been tested and revised to reflect actual conditions at the school level. This has begun to take place in four districts in which the decentralization of the MTBF is being piloted. Second, government has not followed the precise steps (baseline study of student attainment, costed framework, baseline study of schools in one district) dictated by the conditionality. The steps government is taking are probably more reasonable.

3. Increase accountability of public expenditures.

Status: Fully met (\$1,500,000)

Like the first conditionality, this one is also an undertaking of the ESIP, and government has complied.

4. Increase parental and community support for primary education.

Status: Mostly (two-thirds) met (\$1,500,000)

These tasks appear to be in line with ongoing activities of government. The publication of brochures for School Management Committees, however, has been stalled by the delay of the amendment of the Local Government Act, which must precede any formal instructions to SMCs.

5. Improve performance of District Inspectors (DIS) and Head Teachers.

Status: Partly (one/fifth) met (\$1,500,000)

Government has not set performance standards for DISs or Head Teachers. Nor has it done the subsequent steps required by the conditionality. The exception is that DISs participated in a National Inspection Initiative, for which they received some pre-training. Participation in this exercise is also likely to have provided good training.

USAID 7th Tranche Conditionality

Conditionality	Actions to Be Taken	Status of Implementation	Corroborating Documents	Remarks
(1) Adequate funding from the central government is provided to the primary education system in Uganda \$2,000,000 Specifically, the government will:	(a) Budget for and release to the education sector no less than 31% of the total FY 1999/2000 government recurrent expenditure	Met	1. Summary of Education MTBF, 1998/99 – 2002/03	<ul style="list-style-type: none"> Page 5 of this document presents Actual Expenditures 99/00; the percent to the education sector is 30.9%.
	(b) Budget for and release to primary education no less than 17.5% of the total FY 1999/2000 government recurrent expenditure	Met	1. Summary of Education MTBF, 1998/99 – 2002/03	<ul style="list-style-type: none"> Page 5 shows the percent of actual recurrent GOU expenditures on primary education to be 19.2%.
	(c) Allocate at least 3.1% of the FY 1999/2000 recurrent budget within the Ministry of Education and Sports to a separate line item for instructional materials	Met	1. Summary of Education MTBF, 1998/99 – 2002/03 2. MOES Final Accounts for year ending 30/6/00, pages 17, 20.	<ul style="list-style-type: none"> Pages 17 and 20 of the MOES Final Accounts show the amount allocated to instructional materials to be more than 3.1 percent of the recurrent budget.

Conditionality	Actions to Be Taken	Status	Corroborating Documents	Remarks
<p>(2) Efforts are undertaken by the central government to improve educational quality through enhanced performance monitoring and financial planning</p> <p>\$1,500,000</p> <p>Specifically, the government will:</p>	<p>(a) Establish a baseline from a national sample, reporting student learning attainment on key competencies of literacy and numeracy</p>	Met	<ol style="list-style-type: none"> 1. Assessment of Learning Achievement of Primary Four Pupils in Uganda National Report (October 1999) 2. The Achievements of Primary School Pupils in Uganda in English and Mathematics (National Assessment of Progress in Education) (1999) 	<ul style="list-style-type: none"> • The two documents provide evidence of surveys of student achievement. Baseline for the NAPE was established in 1996. The MLA survey does not appear to have been done as a baseline (see 2.2, Objectives).
	<p>(b) Develop a framework of minimum school quality indicators, linked to sustainable unit costs within the Medium-term Budget Framework, for use at community, district, and national levels</p>	Mostly met	<ol style="list-style-type: none"> 1. Basic Requirements and Minimum Standards Indicators for Primary Schools (BRMS) (no date) 2. Preliminary Report on National Inspection Initiative (no date). 3. The National School Inspection Instrument (no date) 4. Report on the National Inspection Instrument, (April 2000) 5. Unit Cost-based Education Sector Strategic Planning Approach, Interim Report (September 1999) 6. Decentralization of the Medium-term Budget Framework: Proposed Pilot Project (August 2000) 7. Report on Workshop to Launch and Brainstorm the Pilot Study for Decentralised MTBF (October 2000) 	<ul style="list-style-type: none"> • Minimum standards were developed nationally (Doc 1) and have been tested through a survey of schools (Docs 2, 3, 4). The MOES is still analyzing those data in order to revise standards. • The MOES has adopted a unit-cost-based approach to its MTBF (Doc 5). • There is no documented evidence of the National Inspection Initiative standards being costed and used to develop the MTBF, but the MOES says this is underway as part of the MTBF decentralization pilot project.
	<p>(c) Initiate a baseline survey of schools in one district to determine the percentage of schools meeting the minimum standards as a basis for a plan of action by communities and the district</p>	Mostly met	<ol style="list-style-type: none"> 1. Report on the National Inspection Instrument (April 2000) 	<ul style="list-style-type: none"> • The National Inspection Initiative surveyed schools in 2001 schools in 41 districts.

Conditionality	Actions to Be Taken	Status	Corroborating Documents	Remarks
(3) Appropriate actions are taken by the central government to increase accountability of public expenditures to primary education \$1,500,00	(a) Develop a scope of work for a second audit, on behalf of the Auditor General, based on the recommendations and findings of the first independent audit of all recurrent and development education expenditures completed by Price Waterhouse in April 1999	Met	Action Plan for approved financial management (no date)	<ul style="list-style-type: none"> • The Action Plan reveals changes in management to address problems found in the first and second audits. It anticipates subsequent audits. • Though no SOW for the 2nd audit has been provided, the 2nd audit itself provides evidence that a SOW was prepared
Specifically, the government will	(b) Based on the completed scope of work, carry out a second independent audit of all public recurrent and development expenditures to education during FY 1999/2000	Met	<ol style="list-style-type: none"> 1. 2nd audit, 30/6/99 2. 3rd audit (31/12/99) 3. Tracking the flow of and accountability for UPE funds (February 2000) 	<ul style="list-style-type: none"> • Although the conditionality calls for a 2nd audit, the MOES has in fact commissioned and received both a 2nd and a 3rd audit. It has also commissioned and received a "Tracking" report, which directly addresses the concerns of this conditionality.
	(c) Issue a letter of intent that describes over the next three-year period how the grantee will finance and when the grantee will schedule two independent audits of public expenditures to education per fiscal year	Met	Letter of intent for financing and scheduling of independent audits of public expenditures in education sector (September 2000)	

Conditionality	Actions to Be Taken	Status	Corroborating Documents	Remarks
<p>(4) Parental and community support for improving educational quality increases</p> <p>\$1,500,000</p> <p>Specifically, the government will prepare and implement a dissemination strategy to encourage community and parental support for improving educational quality. Indicators for the dissemination of this strategy will include:</p>	<p>(a) Development and distribution of training booklets targeting education officers at district and sub-county levels on education quality issues</p>	Met	<ol style="list-style-type: none"> 1. Re-invigorating Community Mobilization (September 1999) 2. School Management Committee Training Manual: Facilitator's Session Plans (1999) 3. National Seminar for Education Managers, draft report (Nov-Dec 1999) 4. School Management Committee User's Manual Notes and Guidelines 5. The Regional Workshop on Decentralizing Education Provision in Uganda: Northern Region (November 1999) 6. Report on Consultative Meeting on Implementation of Primary School SFG Construction/Completion Programme (March 2000) 	
	<p>(b) Development and distribution of brochures on educational quality issues in regional languages for school management committees, local leaders, community members and parents, utilizing results from participatory educational research at the community level</p>	Partially met	<ol style="list-style-type: none"> 1. Education (Management Committee) Regulations (August 2000) 2. Community Mobilization charts 3. Fulfillment of Conditionality No. 4 (Increased Parental Community Support to Primary Education) 	<ul style="list-style-type: none"> • The Ministry cannot publish materials related to school management committees until the Solicitor General has approved revised regulations.
	<p>(c) Preparation and utilization of radios and media talk shows on local efforts to improve the quality of education at schools</p>	Not met	Draft broadcast script	<ul style="list-style-type: none"> • The Ministry says it does not have records of broadcasts that took place.

Conditionality	Actions to Be Taken	Status of Implementation	Corroborating Documents	Remarks
<p>(5) Enhance management of districts and schools for improved educational quality</p> <p>\$1,500,000</p> <p>Specifically, the government will prepare and implement a process for annual assessment of the professional performance of district inspectors of schools (DIS) and head teachers for tracking improvement in pupil learning. Indicators for this assessment will include:</p>	(a) Development of minimum performance standards for both positions	Not met		<ul style="list-style-type: none"> The roles and responsibilities of District Inspectors will not be clear until the Education Standards Agency has been fully designed. The issue is whether DISs report to the ESA or to district officials The process has been stalled by the large amount of work entailed in analyzing data from the National Inspection Initiative
	(b) Development and implementation of an annual calendar of specific actions to be performed by those carrying out the assessment	Not met		
	(c) Development and implementation of training and materials needed by the supervisors of those being assessed	Partially met	<ol style="list-style-type: none"> National Inspection Initiative report, April 2000: Objectives (page 6) Report on the National Inspection Initiative Training Workshop held on Saturday 8 April 2000 	<ul style="list-style-type: none"> The National Inspection Initiative was a training exercise for DISs, who participated on survey teams. The training does not, however, seem to be based on performance standards.
	(d) A random sampling of DIS and head teachers to reveal trends in performance as affecting learning	Not met		

IV. NEW STRATEGIC DIRECTION

USAID/Uganda is making adjustments to its current program (1996-2001) and beginning the process of developing a future strategic plan (2002-07). Following what is outlined in its Concept Paper, USAID/Uganda intends to focus its education sector support in four areas:

- Quality
- Girls' education
- Computerization of ITEK and PTCs
- Combined health and education activities, including HIV/AIDS.

This chapter presents some options for education activities in both the current program and future strategy. Although the list of activities arises mostly from suggestions made by individuals working in the education sector, including Ministry officials, the Ministry has not officially approved it.

The activities suggested below meet a number of criteria:

- They are within the framework of the Ministry's Education Sector Investment Plan (ESIP) policy objectives to be achieved by 2002/03.⁵
- They are within USAID's current Strategic Objectives and incorporate its future strategic focus on quality, girls' education, computerization of ITEK and PTCs, and combined health and education activities.
- They are feasible within reasonable cost boundaries.
- They could be implemented on a project basis with optional budgetary support.
- They build on USAID's competitive advantages.

Options

The suggested options for activities are clustered together in relation to the problems they address. Activities are clustered around four objectives:

- Reduce the wastage in teacher education
- Improve teachers' performance in the classroom
- Improve pupil's health and safety
- Decentralize education services

⁵ Universal enrollment of primary school age children; a transition rate from primary to secondary education of at least 65 percent; availability of skills development opportunities for all other primary graduates; and an increase in the participation of females, disadvantaged groups, and children with special educational needs.

Reduce the Wastage in Teacher Training

The problem. According to records of ITEK, roughly half the young men and women who enter the two-year pre-service and the three-year in-service teacher training programs fail to pass the qualifying examinations. The reasons for this wastage are complex. Essentially, in spite of dramatic recent improvements in teachers' remuneration and conditions (strongly supported by USAID/Uganda), primary school teaching still fails to attract students meeting minimum qualifications (O-levels in math, English, and science). Living conditions in many non-Core PTCs are poor. In many PTCs, there is a shortage of tutors actually at the college (though there is currently a surplus on the payroll). In-service tutors are spread thin. The curriculum seems still to be in flux, and pre-service teaching methods in most colleges have not been revitalized for decades. ITEK and the Ministry's Office of Teacher Training are looking more closely at the root causes of these problems and possible solutions, though coordination between these two organizations seems to be weak.

From an institutional perspective, teacher training is still suffering from the transitions affected by the recent restructuring of the Ministry, which separated functions formerly unified under the leadership of the temporary Teacher Development and Management System. Although TDMS functions have been incorporated into the Ministry, unfilled posts limit its capacity to manage all former TDMS activities. The decentralization of primary education has also created a cleavage between the still-centralized teacher-training system and the teacher-related functions of the district education offices.

Suggested USAID support. Solutions to this problem range from rethinking teacher training policies to improving both pedagogical and non-pedagogical inputs and processes at ITEK and Primary Teachers Colleges (PTCs).

- Help Core PTCs better integrate their pre-service and in-service (outreach) training programs.
- Help the Ministry continue to offer Refresher Courses to in-service teachers, Continuous Professional Development courses, and to produce materials in response to need.
- Improve ITEK's capacity to continually improve the teacher-training curriculum, to train PTC staff in implementation of the curriculum, and to provide materials in support of the curriculum.
- Improve ITEK's capacity to continually align curriculum with examinations, to enhance continuous assessment in PTC classrooms and on-the-job training, and to supervise PTC tutors.
- Continue to computerize the teacher-training curriculum and related materials so that it is easier to deliver to PTCs. Use the computerized curriculum to enhance supervision of PTC tutors.

Conditions for budgetary support might include: (1) an increasing percentage of teacher training candidates qualifying for teacher positions, or (2) improved ratio between trained teachers and pupils.

Opportunities. First, the ESIP places high priority on getting trained teachers into classrooms, and solving the teacher training wastage problem will contribute significantly to this objective. Activities aligned with ESIP priorities are likely to get strong attention from the Ministry. Second, USAID/Uganda is well respected by the Ministry in teacher training. Third, these activities—like any related to teachers—go to the heart of improving the quality of education. Finally, the activities incorporate computerization of ITEK and PTCs, which is part of USAID/Uganda’s current program and future strategy.

Constraints. ITEK, which is responsible for the quality of teacher training, should work closely with the Ministry’s department of Teacher Training. But the Ministry office is suffering from staff shortages, and the ITEK–Ministry relationship still seems weak.

Improve Teachers’ Performance in the Classroom

The problem. Over the past eight years, the Ministry has developed the Teacher Development and Management System to improve teachers’ performance in the classroom. Although the TDMS has become part of the ministry’s institutional framework, much remains to be done before teachers, administrators, and communities of all schools are receiving adequate training and support. As a result of Universal Primary Education policies, teachers have class sizes that are difficult to manage, and many of them still do not know how to make the best use of limited instructional materials or to use other effective teaching methods. The Ministry continues to need assistance in using the former TDMS channels, now integrated into the Ministry, for improving teachers’ performance.

Suggested USAID activities. USAID can work at both central and district levels to help education officers improve teachers’ performance.

- Help take to scale in some districts selected classroom-based pilot interventions in equity and/or quality (for example, New School practices, EUPEK, BECCAD, Straight Talk). Many such interventions have proven to be effective on a small scale. USAID could work with central and/or district education staff to disseminate those that meet a broader demand.
- Help implement the sections of the new Teacher Development and Management Plan intended to improve the supervision of teachers.
- Provide technical support to Institutional and Organizational Development Officers (IODs), initially in the Teacher Training Department and eventually in the ESA. The Ministry would have to budget for and hire three or four IODs on a short-term contract basis. Based on its SUPER experience with IOD work, USAID could train and give technical support to the new cadres. IODs would work at primarily with PTCs, but a main objective of their work would be to help PTCs better serve District education officers.
- Support the transformation in districts that have no Core PTC of non-Core PTCs into Core PTCs. Where it is more efficient, help Core PTCs extend services to neighboring districts. (A Core PTC has an in-service program developed through the TDMS. Core PTCs have received considerably more support than non-Core PTCs.) This would require a budgetary commitment by the MOES and technical assistance and training such as that

provided through the TDMS. The ministry has the technical capacity to do this but would benefit from technical and training support from USAID.

Budgetary support might include these kinds of conditionality: (1) Evidence of teachers making better use of instructional materials, (2) evidence of better supervision of teachers, (3) funds allocated to the salaries and support (including transportation) of IODs, (4) fully staffed and resourced Core PTC serving every district.

Opportunities. USAID, through the SUPER project, created the TDMS and the role of IOD, which has proven to be invaluable to the development of Core PTCs. USAID would have the trust of the Ministry in continuing to support this function. Because the Ministry is very close to having full capacity to sustain the TDMS, USAID inputs, including some budgetary support, can be programmed precisely to ensure that full capacity is reached. Some of these activities could also address problems related to girls' education.

Constraints. The Ministry must acknowledge that USAID support to the TDMS is finite. If the Ministry does not have the resources in place to fully support the TDMS within a few years, these activities would simply prolong its dependence on outside funding.

Improve Pupils' Health and Safety

The problem. Children learn inefficiently and drop out more frequently when their physical readiness for learning is impaired by poor health and/or hunger, and when the physical conditions of schools are not healthy or safe. Girls, even more than boys, suffer from lack of clean facilities and from psychologically distressing conditions, such as vulnerability to teasing and even predators. While the Ministry has made great strides in improving the quality of teaching and the terms and conditions of teachers, it has done much less for the quality of school life for pupils. The primary curriculum includes units at every grade level on health and safety, but this instruction is not complemented by other actions required to change behavior, rendering it largely ineffective. Health and safety conditions of pupils goes beyond what school officials can do. They are also a community problem.

Suggested USAID support. Solutions to these problems range from helping schools meet existing requirements (such as for separate latrines for girls and boys) to more challenging interventions such as enforcing regulations that limit teachers' sexual advances to students, or treating malnutrition and poor health problems of primary school children.

- Treat nutritional deficiencies and health problems with treatments delivered at school or in cooperation with schools (example: vitamin A dosages, immunizations; school feeding)
- Change pupil's health and safety behaviors (such as HIV/AIDS prevention behaviors) through strategic interventions that combine instruction, social marketing, and needed supplies (example: curriculum units, radio dramas, and availability of condoms)
- Improve the physical health and safety conditions of schools (example: latrines and/or clean water)

- Improve health and safety conditions for girls (See recommendations in Karen Tietjen's report of October 2000)
- Strengthen the will and capacity of school governing bodies (SMCs and PTCs governing boards) to assess and enforce the improvement of school conditions.

Budgetary support might be conditioned on evidence of improved health services for school children, and/or changes in health and safety behaviors of school-age children and youth, and/or better compliance by schools with existing Ministry regulations relevant to health and safety standards.

Opportunities. Although other funding agencies, notably Unicef, have begun to work in school health, relatively little is being done to improve school conditions. Yet among high-level Ministry officials and many funding agencies and NGOs, awareness of the importance of school health is growing. The Ministry's School Facilities Grant has a latrines component, and the Ministry has recently developed an *HIV/AIDS Plan for Ministry of Education and Sports, 2000/1 – 2005/6* (September 28 draft). Awareness of the need to improve conditions for girls is already high, though activities that address girls' problems are small-scale and scattered (see Tietjen, October 2000). USAID has taken the lead on introducing school health interventions in Malawi, and it plays a leadership role on gender issues internationally. USAID/Uganda has already introduced a priority on girls' education in its Concept Paper, and its intention to integrate some education and health activities makes this an attractive area for activities, both project and budgetary support.

Constraints. First, school health issues are not central to the ESIP framework and would, at least in the near term, merit less attention from and resources of the Ministry. Girls' issues, though within the framework of ESIP objectives, have been sidelined. Second, any interventions that require collaboration between the ministries of education and health—at any level of the system—will require unprecedented communication and joint planning and implementation. Such intersectoral collaboration has also been rare at USAID/Washington, and is new to this mission.

Decentralize Education Services

The problem. Recently decentralized government provision of services, including primary education, strains the capacity of district education officials, elected and appointed. In addition, important links between central and decentralized functions have not been fully articulated and are not working well in many districts. Districts are without sufficient resources to take on their new responsibilities. Thus, the quality of teaching and learning suffers from weak leadership and an irregular flow of resources.

Strengthening leadership and management of a decentralized education system requires work at not only the district level but at the sub-county and even the parish levels. Strategies are complicated, entailing not only training in technical skills such as budgeting and data monitoring, but also higher-level skills such as political leadership and cross-institutional collaboration. The challenge is multiplied by the number of districts in which capacity is inadequate for the tasks at hand.

Suggested USAID support. USAID might select certain districts in which to support a number of related activities, or it might select fewer activities and work in a larger number of districts.

- In selected districts, strengthen the working relationship between PTCs, DEOs, local government (LC5s, LC3s, LC1s), and the Inspectorate (and ESA). These activities could be done in close collaboration with USAID's IPC project.
- Ensure that districts are actively managing their primary education programs and, in particular, are conducting timely District Education Committee meetings. This also could be done in collaboration with the IPC project.
- Help districts develop and implement Girls Action Plans and other policies and programs to help girls (see Tietjen, October 2000).
- Help district education offices and PTCs work together to develop Continuous Professional Development training modules that respond directly to needs in the district. Similarly help them develop more training materials for DEOs, SMCs, other governance and administrative bodies. Create centralized mechanisms that help districts share such materials with other districts.

Budgetary support might be conditioned on evidence of improved quality of teaching and use of instructional materials within selected districts.

Opportunities. The government's decentralization of social services is a serious effort that, in the long run, should improve the quality of primary education. It has high priority on the ESIP agenda. In the short run, however, the government can use the technical expertise of external funding agencies. USAID has had experience supporting decentralization in Ethiopia, South Africa, and Ghana. In addition, as the United States is a federal government of "decentralized" state governments, it has experience and advice to offer Uganda, particularly in the education sector. Finally, USAID/Uganda has an ongoing decentralization project, ISP, which is a natural partner for these activities.

Constraints. USAID is not the only funding agency with intentions to assist in decentralization. Activities must be planned so that they do not duplicate or interfere with what others are doing. In addition, the trade-offs between thinner coverage of many districts and more thorough coverage of fewer districts must be well thought through.

Next Steps and Recommendations

The preceding discussion of options is very preliminary. Though it includes suggestions made by individuals working in the Ministry and has been informally discussed with individuals in the Ministry and the Mission, much more discussion is needed between the Ministry and the Mission objectives are finalized.. There may well be other objectives to add; and the support suggested for the objectives presented here need much more consideration. The consultants lined up by the Mission to look at girls' education and health and education activities should be helpful in these discussions.

Next Steps

USAID/Uganda should continue developing its education strategy by taking the following steps:

- Present a preliminary set of options (objective and strategies), such as those presented here, to the Ministry for its initial reaction
- Work with the Ministry to develop a brief issues paper for each option to be considered; the issues paper would state the problem being addressed, alternative strategies (including actions) for addressing the problem, the costs of each strategy to the Ministry and to USAID, and the pros and cons of each alternative strategy.
- Present these issues papers to the Education Funding Agencies Group (EFAG) and the Education Sector Coordinating Committee (ESCC) for their review and input. In particular, see where there is potential room for collaboration and where there might be duplication with other Ministry and funding agency plans.
- Work with the Ministry to prioritize and select one or more options (an option could include one or more strategies to address a problem, depending on costs and resources available).
- Develop results packages based on the selected options.

Recommendations

- **Project support.** In designing project activities, USAID/Uganda should work closely with the Ministry, the Education Sector Consultative Committee (ESCC), and the Education Funding Agencies Group (EFAG) to set objectives. The Ministry is actively engaged in complying with the conditions set by the Education Sector Review (ESIP), which reflect its own priorities and those of most funding agencies. For two reasons, USAID/Uganda should try to align its objectives with ESIP priorities. First, the Ministry will pay less attention to activities that it sees as outside of its main focus (witness our review of Tranche 7 conditionalities). Second, any funding agency activities outside those set by the Ministry in the ESIP are effectively diverting Ministry resources from the priorities it has set for itself.
- **Budgetary support.** USAID/Uganda could choose to participate in the ESIP funding process, using the same conditionality (or undertakings) that are agreed to by the Ministry and the Education Funding Agencies Group (EFAG). Like the European Union, USAID/Uganda could even earmark its funding for specific parts of the ESIP program. Earmarking would help to align its budgetary support with project support. For Tranche 8 funding in particular, during which time period the Mission is reorienting its education sector objectives and program, budgetary support to the ESIP process would support the Ministry's current high-priority actions.

USAID/Uganda may choose not to participate in the ESIP funding process. If it chooses instead to develop its own conditionalities, these should be presented in terms of results, not actions. Several of the Tranche 7 conditionalities dictated specific actions that the Ministry must undertake rather than policy objectives it must meet. In three cases, the Ministry was fulfilling the spirit of the conditionalities but following different—

sometimes more reasonable—actions. Where budgetary support is used in the future as a tool for policy reform, it should not prescribe specific actions. Examples of effective budgetary support might include the following:

Summary of Suggested Conditions for Budgetary Support

Objective	Condition for Budgetary Support
Reduce the wastage problem in teacher education	<ul style="list-style-type: none"> --Increase in percentage of teacher training candidates qualifying for teacher positions --Improved ratio between trained teachers and pupils
Improve teacher performance	<ul style="list-style-type: none"> --Evidence of teachers performing better in the classroom --Evidence of better supervision of teachers --Funds allocated to the salaries and support (including transportation) of IODs --Fully staffed and resourced Core PTCs serving every district.
Improve pupils' health and safety	<ul style="list-style-type: none"> --Better compliance by schools with existing Ministry regulations relevant to health and safety standards
Decentralize education services	<ul style="list-style-type: none"> --Improved quality of teaching and management within selected districts

V. OTHER TASKS

During my consultancy, I undertook several other small tasks:

- Review the Ministry’s draft Teacher Management and Development Plan
- Review the DHS survey instrument
- Review the World Bank’s PRSC chapter on education (draft 2, October 2000).

My comments on each of these documents are recorded here. I have also given the comments to those who requested them.

Suggested Revisions to the Draft Teacher Development and Management Plan

The TDMP is filled with worthwhile information, useful analyses, and thoughtful recommendations for action. Its main weakness, in my view, is its confusing organization (even the numbering of sections is puzzling). I would suggest organizing it around these sections:

1. Introduction, background, objectives
2. Pre-service teacher training and development: Targets, Constraints, Strategies, Policy issues
3. In-service teacher training and development
 - a. For unqualified teachers: Targets, Constraints, Strategies, Policy issues
 - b. For qualified teachers: Targets, Constraints, Strategies, Policy issues
4. Teacher recruitment: Targets, Constraints, Strategies, Policy issues
5. Teacher deployment: Targets, Constraints, Strategies, Policy issues
6. Incentives for keeping teachers in the service: Targets, Constraints, Strategies, Policy issues
7. Supervision of teachers: Targets, Constraints, Strategies, Policy issues
8. Overall constraints and challenges
9. Summary of top priority strategies.

Make sure that each section covers all the paragraphs—and only the paragraphs—relevant to its heading.

Each constraint listed should be related to the preceding list of targets, and each strategy should be related to the preceding list of constraints.

Carefully separate out suggested policies from suggested strategies and actions. For example, “For a teacher to be registered and appointed into the service after upgrading, he/she should have two teaching subjects at the relevant level of teaching” is a policy statement. “Put in place a policy on upgrading” is an action statement. Put policy statements in the section of each chapter headed “Policy issues.”

In each section, *prioritize* each action or set of actions. *This will be very important to helping others understand the plan as well as to implementing the plan.* The final summary of top priority strategies would lead directly to the Action Plan.

Suggested Additions to the DHS EdData Survey Instrument

1. Add some questions for parents of children who *do* attend school, such as “Why do you send your child to school?” “What do you (the parent) like about the school?” “What does he/she (the child) like about school?” (Statistically, we would expect more children than not to be in school. It would be useful to know what the parents value about school.)
2. Add to the list of reasons that the child doesn’t attend or has dropped out of school: “Doesn’t have proper clothes,” “The classroom is too crowded,” and “Doesn’t like going to school.” (The item “The school administration is poor” could probably be dropped.)
3. Item #209 asks for the name of the school. Is this being coded in accordance with current EMIS data?

Suggested Revision to the World Bank’s Uganda PRSC Chapter on Education (Draft 2, October 2000)

Add to page 6, preceding the third full paragraph, which begins “The UPE Initiative, since 1997.”

Primary education reforms, 1992-96. Following the completion of its White Paper, government instituted a significant reform of primary education. It raised teachers’ salaries fourfold and created a Teacher Management and Development System. The TDMS provided in-service training to unqualified teachers who were actually in the classroom. It also strengthened the provision of teacher training by selected PTCs and the delivery system of Continuous Professional Development courses for qualified teachers. The primary textbook procurement and delivery system was liberalized, breaking the monopoly of a small number of foreign publishers and allowing schools to select textbooks. The education management information system (EMIS) and the Uganda National Examinations Board (UNEB) received external support for strengthening their operations. Workshops and follow-up support aided schools in mobilizing communities to support education and in raising awareness of girls’ education issues.

ANNEX I. DOCUMENTS REVIEWED

Documents Related Primarily to ESIP Review

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_____. “Republican Government of Uganda/Unicef/UNESCO Monitoring of Learning Achievement Project, Assessment of Learning Achievement of Primary Four Pupils in Uganda National Report, October 1999.

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USAID/Uganda. “Concept Paper for Integrated Strategic Plan, 2002-07.” September 19, 2000.

ANNEX II. MEETINGS

Bourne, Josephine, Education Specialist, European Union
Brennan, Nicola, Programme Officer, Ireland Aid
Eilor, Joseph, Principal Education Planner/Monitoring & Evaluation, Ministry of Education and Sports
Fleuret, Patrick, Deputy Mission Director, USAID/Uganda
Freeman, Karen, Program Development Officer, USAID/Uganda
Humphrey, Mukooyo Geoffrey, Senior Information Specialist, Ministry of Education and Sports
Kebba, Allen, Decentralization Advisor, IPC, USAID/Uganda
Kiganda, Christine R.M., Education Consultant
Liberi, Dawn, Director, USAID/Uganda
Lord, Angela Franklin, Chief, Office of Population, Health, and Nutrition, USAID/Uganda
Lutalo-Bosa, Albert James, Principal, Institute of Teacher Education Kyambogo
Malinga, Florence, Commissioner, Education Planning, Ministry of Education and Sports
Mayanja, Martin, Technology Specialist, USAID/Uganda
Mayanja, Sarah, Education Specialist, USAID/Uganda
Meyers, Luke, Education Specialist, CIDA
Murphy, Paud, Education Task Manager, World Bank, Washington, DC
Nsereko, Margaret, Assistant Commissioner, Teacher Training, Ministry of Education and Sports
Ocen, Margaret, Commissioner, Teacher Training, Ministry of Education and Sports
Onok, Sam, Acting Director, Pre-Primary and Primary Education, Ministry of Education and Sports
Pillay, Renuka, Education Policy Institution Advisor
Rwanyango, Rosemary, Programme Officer, Ireland Aid
Tanaka, Chisato, Education Advisor, JICA
Thaker, Dan, Education Specialist, CIDA
Tietjen, Karen, Education Consultant to USAID/Uganda
Ward, Michael, Education Advisor, DfID

ANNEX III. STRATEGY PLANNING TOOLS

In thinking about USAID’s new strategic direction, I developed two rough tools:

- A table for analyzing strategic options
- A strategy map.

These tools might help in future discussions about strategy.

Sample Analysis of Clustered Options

Options	Teacher Training	Teacher Performance	Pupil Health and Safety	Decentralizing
Criteria				
Within the framework of the ESIP policy objectives	1	1	3	1
Incorporates USAID’s future strategic concept	1	2	1	2
Feasible within reasonable government and USAID cost boundaries	2	2	2	2
Builds on USAID’s competitive advantages	1	1	2	1
Complements (doesn’t duplicate) MOES and other funding agency activities and plans				
Other criteria...				
TOTAL				

1 = strong
2 = medium
3 = weak

Strategic Map of USAID Support Options

Sector Goals	Sector Components	Selected Problem Areas	USAID Support Option	Primary Partners
<p>To improve:</p> <p>Quality</p> <p>Equity</p> <p>Access</p> <p>Efficiency</p>	<p><u>PEDAGOGICAL INPUTS</u></p> <p>Curriculum Teachers Materials Assessment</p> <p><u>DELIVERY SYSTEM</u></p> <p>Central District, etc. Schools</p> <p><u>Beneficiaries</u></p> <p>Girls Boys Econ. disadvantaged Special needs Orphans</p>	<p>TT wastage</p> <p>Uneven teacher performance</p> <p>Inadequate capacity</p> <p>Poor school conditions</p> <p>Especially for girls</p>	<p>Reduce wastage</p> <p>Improve classroom teaching</p> <p>Help decentralization</p> <p>Improve pupil health and safety</p>	<p>ITEK, MOES/TT PTCs, DEOs, MOES/PE</p> <p>DEOs, PTCs, HTs, LCs</p> <p>MOES/PE, MOH, DEOs, LCs,</p>

ANNEX IV. THE AIDE MEMOIRE

The Aide Memoire of the Fourth Education Sector Review, October 2000 is included in this report as a separate document.