

PROJECT INFORMATION DOCUMENT (PID) CONCEPT STAGE

Report No.: PIDC27656

Project Name	Uganda Secondary Education Improvement Project (P148651)
Region	AFRICA
Country	Uganda
Sector(s)	Secondary education (74%), Public administration- Education (19%), Tertiary education (7%)
Theme(s)	Education for all (66%), Education for the knowledge economy (34%)
Lending Instrument	Investment Project Financing
Project ID	P148651
Borrower(s)	Republic of Uganda
Implementing Agency	Ministry of Education, Science, Technology and Sports
Environmental Category	B-Partial Assessment
Date PID Prepared/ Updated	01-Jun-2015
Date PID Approved/ Disclosed	26-May-2016
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Estimated Date of Board Approval	27-Mar-2017
Concept Review Decision	Track II - The review did authorize the preparation to continue

I. Introduction and Context

Country Context

1. Uganda has an estimated population of 34.9 million, according to the 2014 Census. It also has one of the youngest and most rapidly growing populations in the world with the total fertility rate (TFR) estimated at 6.2 children per woman in 2013. About half (53 percent) of Uganda's population is younger than 15, well above Sub-Saharan Africa's average of 43.2 percent and world average of 26.8 percent. The school-aged population (6 to 18 years) is growing at a very high rate. In 2010, it stood at 10.9 million, and by 2025, it is expected to reach 20.6 million. This means the education system will have to double its current intake capacity to achieve universal primary education (UPE), universal secondary education (USE) and post-primary education and training (PPET) objectives by 2025.

2. While poverty rates have declined drastically over the last decade, Uganda remains one of the poorest countries in the world with a Gross National Income (GNI) per capita at \$550 in 2013,

compared to the average for low income countries' of \$709. Inequity persists within and across regions with the north and north-east of the country lagging on most social indicators and the south-west performing poorly on health-related outcomes. The proportion of households living under the national poverty line declined from 56.4 percent in 1993 to 19.5 percent in 2013. However, the vast majority of the non-poor are currently classified as vulnerable with over 70 percent of the workforce engaged in agriculture, a major source of vulnerability (World Bank, 2013). In 2012, Uganda ranked 161 out of 187 countries on the Human Development Index.

3. Economic growth decelerated from an average of about 8 percent a year during FY2006-10 to 5.5 percent from FY2011-14. Uganda's recent growth performance has been lower than the average of low-income countries, in sharp contrast to its relative performance in the earlier periods. This recent decline is partly related to the more volatile external environment and partly to domestic policy slippages. However, recent estimates by the World Bank and IMF suggest that Uganda's economy has stabilized and is set to grow by 6.25 percent this year on the back of low inflation and monetary easing. In the medium term scenario, the expectation is that the rate of growth will exceed the historical rate of 7 percent driven predominantly by oil production, along with productivity gains in agriculture and increased trade with the East African Community (EAC) through greater integration and harmonization (IMF 2013, The World Bank 2013).

4. Uganda is positioning itself to become a middle-income country by 2020 exploiting significant opportunities for growth in certain sectors of the economy (oil and gas, construction, hotels/tourism, manufacturing, agro-processing). Enhancing skills of the Ugandan labor force is critical to improving productivity growth and competitiveness as well as promoting shared prosperity. This includes developing foundational skills for the labor force at the primary education level and at the secondary education level, developing faculties of critical thinking, abstraction, insight, skills and competence at a higher level.

Sectoral and Institutional Context

5. Students enter the first year of secondary after seven years of primary education and passing the Primary Leaving Examination (PLE), which since 1997 has been nominally free after the introduction of Universal Primary Education (UPE). The secondary education sub-sector in Uganda comprises six grades, Senior 1 (S1) to Senior 6 (S6). S1-S4 is categorized as ordinary ('O') level or lower secondary while S5-S6 is Advanced ('A') level, or upper secondary. In 2007, Uganda became the first country in Sub-Saharan Africa to introduce Universal Secondary Education (USE), under the Uganda Post-Primary and Education Training (UPPET) program, as a deliberate measure to consolidate and sustain the gains of the UPE program and expand access to secondary education (See Annex 1 for more details on the status of the secondary education sector in Uganda). In 2012, Government extended the universal program to the upper secondary level and this is known as the Universal Post Ordinary Level Education and Training Program (UPOLET).

Enrollments in secondary education have increased since the introduction of USE at a rate of 6 percent per annum, growing from a total of 954,000 students enrolled in 2007 to over 1.36 million in 2013. The increase in enrollment is largely due to the abolition of fees in public and private USE schools, diversifying the supply of secondary schooling through public-private partnerships and 222 new schools offering secondary education over this period.

6. There are, however, disparities in access and completion of secondary education by region,

location, wealth and gender. The Northern and Western regions lag behind the Central and Eastern regions in terms of access to lower secondary education. The Gross Enrollment Rate (GER) for lower secondary ranges from as low as 8 percent in Karamoja to 56 percent in Elgon. The lower secondary GER for students in urban areas is three times larger than the GER for students in rural areas. Similarly, the lower secondary GER for the richest students is 2.5 larger than the GER for the poorest students, whereas the GER for boys and girls in lower secondary is similar (38 percent versus 35 percent respectively). The difference in GER between boys and girls widens at upper secondary, whereas the difference between urban/rural students and richest/poorest students closes somewhat at upper secondary.

7. The role of private provision of secondary education is significant with over 50 percent of students enrolled in private schools. There are 1819 private secondary schools compared to 1019 public secondary schools in Uganda, but the average size of student enrollment in private schools is considerably smaller (381) compared to public schools (657). Private secondary schools employ about 35,000 teachers compared to 27,000 in public secondary schools. A recent study found that teachers working in private schools have significantly lower content knowledge than do their public school counterparts. This partly explains the lower performance of secondary students in private schools. Aside from the few high-fee private secondary schools, private schools perform worse on average than public schools on the lower and upper secondary examinations (include numbers).

8. There are considerable inefficiencies in the education system including low completion rates and inefficient deployment of teachers to schools. The illustration below shows that while there is close to universal access to primary education, the primary completion rate is only 59 percent. This means that a large number of students, mainly from amongst the poor, leave the education system without basic skills, putting them at risk of remaining in poverty by taking up employment in low skilled, low productivity jobs. Partly as a result of low primary completion rate as well as the relatively low primary to lower secondary transition rate, the Gross Intake Rate for lower secondary is 40 percent with a completion rate of just 31 percent. The GIR for upper secondary is only 13 percent though it appears once students enter upper secondary, they will complete the cycle.

9. According to the Uganda National Household Survey of 2012, about 43 percent of 13-20 year olds who said they dropped out of school indicated the main reason was the high cost of schooling. 21 percent said they completed their desired level of schooling and 10 percent left because they were pregnant. The second most common reason was pregnancy. Distance to lower secondary schools for young adolescents, especially girls, from poor families tends to raise opportunity costs and physical risks. Hence, increasing access to lower secondary will entail increasing completion rates at the primary education level (currently at 59 percent), reducing the cost of education to poor households, improving physical proximity of lower secondary schools and providing incentives for girls to stay in school. The same applies for access to upper secondary education, where enrollment of girls trails significantly behind boys.

10. The Government of Uganda is trying to improve learning levels and completion rate at the primary education level, through a variety of measures, including a US\$100 million grant from the Global Partnership for Education to strengthen the effectiveness of teachers and schools in the delivery of primary education in Uganda. This will potentially increase the number of children who will try to access junior secondary education, while also reduce the outflow of students into the labor market with minimum skills. A recently approved US\$100 million IDA-financed Skills

Development Project (SDP), which targets technical and vocational training, also provides for short-term training for young people who are working in the informal sector and who do not have adequate literacy, numeracy and other employability skills.

11. The proposed Project complements these two interventions by focusing on lower secondary education, which will provide the gateway for the majority of young people to acquire the skills that are required for a more productive life. In particular, the focus of the proposed Project is to provide this gateway to the millions of young people from poor families and disadvantaged areas who have hitherto been excluded from lower secondary education. This requires increasing both access and improving quality. The IDA financed UPPET project, which closed in July 2014, laid the foundations for expanding lower secondary education by expanding access to schooling through decentralized cost-effective model of classroom construction, procuring textbooks for grades S1-S6, preparing a new and relevant curriculum for lower secondary, developing a framework for teacher preparation, support and management and developing a sector strategy for skills development in Uganda.

12. When it comes to access to secondary education there is insufficiency in the number and distribution of secondary schools in Uganda to meet the expected growth in demand due to the projected rise in primary school completion coupled with high population growth rate. The Government of Uganda has a policy of providing for one public secondary school in each of the 1381 sub-counties in the country. However, according to Census 2014, the population of the sub-counties is highly variable. Nearly half of the sub-counties (669) had populations of between 10,000 and 25,000, while another 455 sub-counties have a population of 25,000 – 50,000 persons. There are 13 sub-counties which have a population of more than 100,000. The provision of new schools needs to be in line with the demand for education which is directly related to the school-age population. In addition, there are private schools in sub-counties where there are no public schools; it would be cost-effective for the Government to strengthen these schools through the public private partnership model it has developed.

13. There is currently no mapping of schools against school-age population in Uganda, which renders planning for the expansion of the secondary education system tenuous. Further, there are concerns with the coverage, quality and reliability of data on schools reported within the Education Management Information System (EMIS). The coverage of data on schools is particularly weak for private schools. For example, the draft policy (2008) for the provision of education in private secondary schools under the USE program estimated that there were approximately 3000 licensed private secondary schools in Uganda in 2006 with many more unlicensed schools, but data for 2013 indicates that there are only about 1800 private secondary schools in Uganda. Without a rapid mapping of both private and public schools against, with reliable basic statistics, alongside a mapping of the school-age population, there will be a potential mismatch between the demand and supply of secondary education.

14. Teachers are another major issue that needs to be addressed including teacher preparation, deployment, utilization, monitoring, support and motivation. Though 90 percent of secondary school teachers in Uganda have the required qualifications, results of a learning assessment test administered to secondary teachers indicates that they do not have the content knowledge and other studies have shown they do not have sufficient pedagogical skills to teach. The learning assessment found that only 66 percent of teachers were proficient in English, 70 percent in mathematics and 17 percent in Biology.

15. Teachers are also not deployed effectively to schools in Uganda. A recent analysis by UNESCO found that the deployment of teachers across secondary schools was also problematic since there are several schools that have too many teachers and others that have too few teachers. The analysis found teachers in 40 percent of schools had been allocated there based on factors other than the class time required by students. In other words, there are factors other than the amount of teaching required that determine the allocation of teachers to 40 percent of secondary schools in Uganda. In addition, teachers are not being utilized efficiently. Teaching periods of lower secondary increased from 19 to 24 periods a week in 2008, translating to an increase from 12 to 16 teaching hours per week. The results from the 2012 Uganda National Household Survey showed that working hours of teachers across regions, except Karamoja, are below 15 per week with teachers in West Nile, Buganda and Lango still only teaching about 10 hours per week.

16. A related issue is the absenteeism by teachers, which further reduces teaching-learning time. The Service Delivery Indicators study (2013) found that 24 percent of teachers across primary and secondary schools are absent from school on average, and of those who are in school only 39 percent are actually in classrooms and teaching. The absenteeism rate is higher in public schools (27%) as opposed to private schools (14%). Anecdotal evidence suggests that many teachers in public schools are potentially 'moonlighting' and teaching in private schools to receive additional pay.

17. Another major issue is that post-primary education and training programs (including secondary education, TVET and higher education) have outdated curricula, which do not respond to the needs of the current economy. The secondary school curriculum has not undergone major revision since the early 1970s. The government is making strides towards making curricula more demand-responsive and has revised the lower secondary education curriculum framework under the UPPET project. However, the roll out of the new curriculum, which requires coordination between training of teachers, supply and use of new instructional materials and new assessment methods, still needs to be implemented.

18. Results of the national assessment of progress in education (NAPE) conducted since 2008 targeting Senior Two (S2) show that student learning in math, biology and English is on a declining trend. Further analysis of these data indicate that differentials also persist across gender especially in biology and math and across urban and rural schools. Schools offering the USE programs (both public and private) perform lower than non-USE program schools. The persistent decline in performance points to an urgent need to address the quality education at this level.

19. Financing for the overall education sector in Uganda has decreased over the last 7 years despite the introduction of USE/UPOLET and the continuation of UPE. The shortfall in financial resources is prevalent across all education sub-sectors. This has affected budgets on some important non-wage recurrent expenditure, such as capitation grants for UPE and USE. In constant 2006 prices, expenditure towards education for school-age children decreased by 14% from 69,812 to 60,263 US\$. If a significant increase in budgets for education is not possible in the future, it will not be possible to sustain policy choices related to universal access from primary to upper secondary.

Hence, the proposed Project will focus primarily on improving access to quality lower secondary education in underserved areas while supporting the implementation of the new curriculum and

improving the Ministry's management and monitoring capacity.

20. The design of the proposed project will, to the extent possible, build on the lessons learned through the UPPET project, which enabled the Government to establish the foundation for sustainable expansion of quality lower secondary education for Uganda both at the school and national levels. At the school level, the following were achieved: (a) gender and disability friendly expansion of 575 schools of the 759 existing, needy schools that participate in the delivery of the Universal Secondary Education (USE) for Uganda; (b) reduction in student to textbook ratios at the lower secondary education level from 11:1 in 2008 to not more than 2:1 to date, to facilitate the delivery of the interim lower secondary curriculum; (c) international certification of 922 head teachers of the public USE schools in management and pedagogical leadership; and (d) equipping 759 school management teams with financial and procurement skills for improved school level governance. At the national level, the project supported: (a) revision of the lower secondary curriculum framework and development of grade specific syllabi; (b) strengthened capacity of the Ministry of Education and Sports (MoES) to assess learning achievement at the lower secondary level and also oversee large scale projects; (c) development of the secondary education teacher development and management system (STDMS); and (d) a national 10 year skills development strategy 'Skilling Uganda' for the technical and vocational education sub-sector.

21. The main lessons drawn from this and other ongoing operations include: (a) designing project specific indicators that are well defined and understood and constantly monitored for reliability; (b) strengthening the EMIS system in order to produce timely, accurate and reliable information to be used for monitoring and evaluation as well as policy planning; (c) expansion of the secondary school network with new schools as well as expanding the capacity of existing schools; (c) adequate provision of capacity at the implementing agency level through a hybrid mainstream/Project Coordination model; (d) shifting the focus from education inputs to project results that lead to improvements in the education system, through the implementation of a results-based financing approach where appropriate.

22. Other development partners in the secondary education sector include the African Development Bank (AfDB) that has been supporting the construction of new secondary schools and a scholarship program for girls to attend secondary school. The Belgian Technical Cooperation (BTC) is supporting pre and in-service teacher training, particularly supporting the development of pedagogical skills training for teachers, within the National Teachers Colleges in Uganda. The Secondary Science and Math Teachers' (SESEMAT) Program, is supported by the Japan International Cooperation Agency (JICA) and tries to address low pass rates at lower and upper secondary in Math and Science. SESEMAT provides in-service training to Science and Math secondary school teachers by using the cascade model of training.

Relationship to CAS

23. World Bank support to Government's USE program is contained in the Uganda Country Assistance Strategy (CAS) of FY10/11-14/15. The proposed project to support secondary education is thus consistent with CAS Strategic Objective 3 – strengthening human capital development together with CAS outcome 3.1 – improved access to and quality of primary and post-primary education. The proposed project is also aligned with the World Bank's education strategy – Learning for All, which focuses on improving learning outcomes, early childhood development and building a high-quality knowledge base.

24. The project is also in line with Uganda's Vision 2040, and, more specifically, with the forthcoming Second National Development Plan (NDP II) 2015/16- 2019/2, with a specific objective on improving human capital. The project supports the implementation of the reforms under the Government's Strategic Plan for Universal Secondary Education in Uganda (2009-2018).

25. As described earlier the Bank is engaged with the Government of Uganda on two other operations in the education sector one targeting primary education and the other, focusing on skills development through vocational and technical training alongside the private sector.

II. Proposed Development Objective(s)

Proposed Development Objective(s) (From PCN)

The PDO is to improve access to quality lower secondary education in underserved areas and enhancing the capacity of schools and teachers to deliver the new curriculum.

Key Results (From PCN)

- Improvement in access and retention in the target schools.
- Lower secondary teachers using effective teaching methods to deliver the new curriculum.
- Increased percentage of students in target schools who are using new textbooks.

III. Preliminary Description

Concept Description

Component 1: Increase access to quality lower secondary education in underserved areas (Expected result: 300 lower secondary schools serving the poorest regions or performing very poorly will improve access to and quality of education)

(a) Increase access with equity- The objective is to expand access to secondary education in underserved areas (those with lowest Gross Enrollment Rates and high poverty rates), by expanding the lower secondary school network and providing scholarships for students from low income families, especially girls.

(b) Improve quality in target schools: The Project will support the 150 targeted schools under the former sub-component in addition to 150 other secondary schools which are the lowest performers (public or private USE schools), as measured by lower secondary examination results.

Component 2: Support Implementation of Revised Curriculum (Expected result: roll-out of the lower secondary Curriculum, Assessment and Examination Reform Program (CURASSE) and revision of the upper secondary curriculum/assessment system). The project will support a set of interventions aimed at ensuring quality and effective roll out of the revised lower secondary education curriculum. This will comprise the following:

- (a) Teacher support program with special focus on the revised curriculum content and delivery.
- (b) Instructional materials and equipment provision (teachers' and learners') to facilitate classroom delivery of the revised lower secondary curriculum, complemented by capacity development for effective materials use;
- (c) Develop assessment and examination systems that are in line with the new lower secondary education curriculum.

Component 3: Strengthening Accountability for Results (Expected result: Improved data for policy planning and improved capacity of the Ministry)

3.1 Rapid Results EMIS Currently the questionnaire administered to secondary schools under the EMIS annual census is 16 pages.

3.2 Project Management This sub-component would finance: (i) management of the project including hiring of full-time staff within the IDA Project Coordination Unit (PCU) within the MoESTS to manage the project; (ii) monitoring and evaluation under the project including baseline, mid and end-term studies, and annual performance audits, and (iii) capacity building for the MoESTS.

IV. Safeguard Policies that might apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
Environmental Assessment OP/BP 4.01	x		
Natural Habitats OP/BP 4.04		x	
Forests OP/BP 4.36		x	
Pest Management OP 4.09		x	
Physical Cultural Resources OP/BP 4.11	x		
Indigenous Peoples OP/BP 4.10	x		
Involuntary Resettlement OP/BP 4.12	x		
Safety of Dams OP/BP 4.37		x	
Projects on International Waterways OP/BP 7.50		x	
Projects in Disputed Areas OP/BP 7.60		x	

V. Financing (in USD Million)

Total Project Cost:	100.00	Total Bank Financing:	100.00
Financing Gap:	0.00		
Financing Source			Amount
BORROWER/RECIPIENT			0.00
International Development Association (IDA)			100.00
Total			100.00

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